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PEACE RIVER REGIONAL PLAN

DRAFT

DRAFT REGIONAL PLAN

Prepared by the

Peace River Regional Planning Commission

September, 1981

This is a draft regional plan which is being circulated to all local authorities, the Alberta Planning Board and various Provincial departments for review and comment. Under Section 45 of The Planning Act the Commission is required to prepare and adopt a Regional Plan by December 31, 1982. The preparation and review of this draft plan is viewed as a critical step in that plan.

Any and all comments would be appreciated.

PEACE RIVER REGIONAL PLANNING COMMISSION

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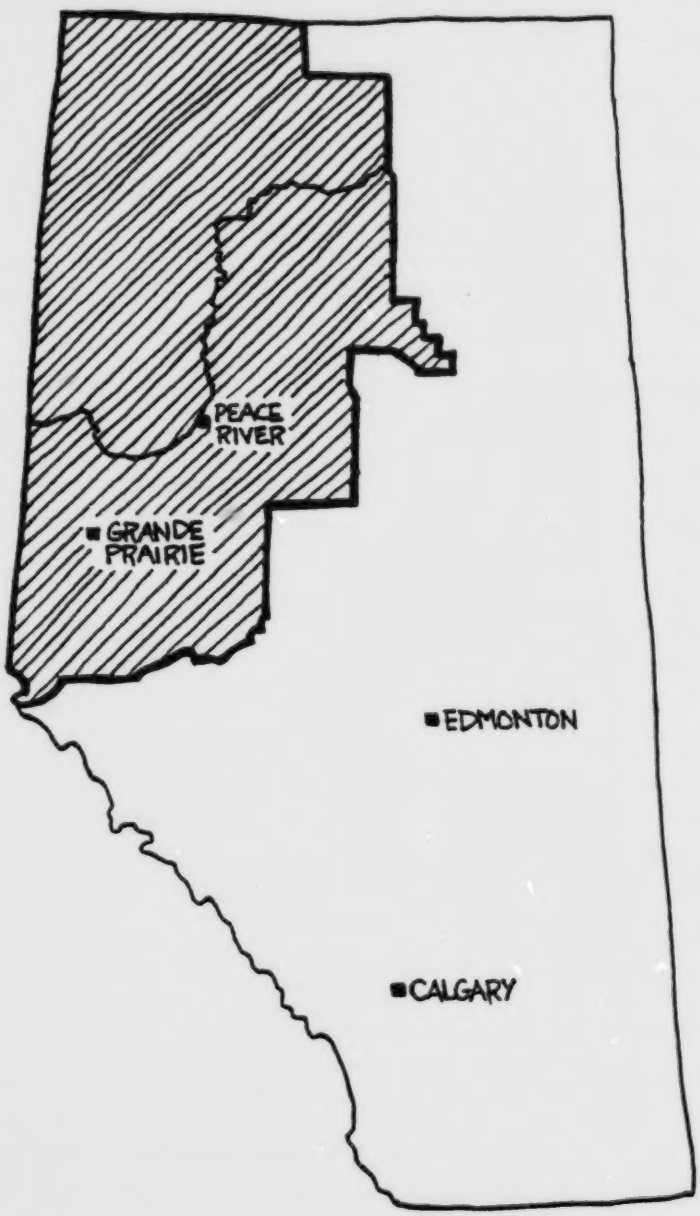
COMMISSION MEMBERS

The following people have been Commission members during the two year preparation of this Plan. The Committees are three Standing Committees on Regional Planning struck in May, 1978.

NAME	MUNICIPALITY	YEAR	COMMITTEES
Mr. B. Bamping	I.D. #22	1980-81	Resources
Mr. J. Beck	Village of Hines Creek	1980-81	Resources
Mr. C. Briscoe	Town of Peace River	1980-81	Settlement
Mr. F. Coleman	Town of Grimshaw	1980-81	Environment
Mr. R. Cunningham	Village of Girouxville	1979-80	-
Mrs. R. Dolemo	Village of Hythe	1979-81	Settlement
Mr. D. Dutka	Town of Valleyview	1980-81	Resources
Mr. B. Fehr	I.D. #23	1979-80	Settlement
Mr. E. Ford	Town of Wembley	1980-81	Environment
Mr. T. Freeman	New Town of High Level	1979-80	Settlement
Mr. M. Gach	I.D. #17 (North)	1980-81	Resources
Mr. J. Gall	Village of Nampa	1979-80	Resources
Mr. G. Gehring	Village of Wembley	1979-80	-
Mr. N. Halaburda	I.D. #17 (Central)	1980-81	Environment
Mr. J. Hansen	City of Grande Prairie	1979-80	-
Mrs. D. Harbourne	Town of Manning	1979-80	-
Mr. B. Harcourt	Village of Hines Creek	1979-80	-
Mrs. V. Harding	Town of High Prairie	1980-81	Settlement
Mrs. T. Hawryluk	I.D. #17 (North)	1979-80	Settlement
Mr. J. Holt	Town of Grimshaw	1979-80	Resources
Mr. F. Horn	Town of Spirit River	1979-80	Environment
Mr. O. Hrab	I.D. #21	1979-80	Resources
Mr. L. Jacob	Village of Eaglesham	1979-80	-
Mr. W. Janssen	I.D. #20	1979-81	Resources(c)
Mr. V. Johnson	Town of Beaverlodge	1979-80	Settlement
Mr. H. Jones	Village of Rycroft	1979-80	-
Mrs. A. Knievel	Town of Manning	1980-81	Resources(c)
Mr. M. Kurtz	Town of Valleyview	1979-80	-
Mr. F. Lambright	I.D. #19	1979-81	Environment(c)
Mr. A. Lazoruk	Village of Rycroft	1980-81	Resources
Mrs. B. Lee	Village of Eaglesham	1980-81	Resources
Mr. A. Leriger	Village of Wanham	1979-80	-
Mrs. J. Lewis	Town of High Prairie	1979-80	Settlement
Mr. J. Listhaeghe	Town of Spirit River	1980-81	Resources
Mr. B. Mabley	I.D. #22	1979-80	Settlement
Mr. G. Maisonneuve	Town of Falher	1979-80	Resources
Mr. R. Marcoux	Village of Donnelly	1980-81	Environment
Mr. W. Marshall	Town of Beaverlodge	1980-81	Settlement
Mr. H. Merrifield	I.D. #16	1979-81	Environment
Mr. H. Moskalyk	M.D. of Fairview No. 136	1979-81	Settlement
Mr. V. Nasedkin	Town of Fairview	1980-81	Environment
Mr. W. Neufeld	I.D. #23	1980-81	Environment
Mr. E. Parks	Town of Peace River	1979-80	Environment
Mr. R. Paul	M.D. of Peace No. 135	1979-81	Resources
Mr. P. Pivert	City of Grande Prairie	1979-81	Settlement(c)
Mr. E. Radbourne	City of Grande Prairie	1980-81	Settlement
Mr. G. Raspberry	I.D. #21	1980-81	Settlement
Mr. E. Requier	Village of Donnelly	1979-80	Environment
Mr. F. Reynolds**	City of Grande Prairie	1979-81	Environment
Mr. J. Reynolds	Town of Fairview	1979-80	Environment
Ms. J. Rolling	Village of Nampa	1980-81	Environment
Mr. G. Roy	New Town of High Level	1980-81	Settlement
Mr. R. Rycroft	Town of Sexsmith	1980-81	Resources
Mr. W. Skaley	M.D. of Spirit River No. 133	1979-80	Environment
Mr. G. Stephenson	Town of McLennan	1979-81	Resources
Mr. J. Stewart*	County of Grande Prairie No.1	1979-81	-
Mr. L. Sylvain	M.D. of Smoky River. No. 130	1979-81	Resources
Mr. N. Thomlinson	Village of Berwyn	1979-81	Environment
Mr. B. Walter	New Town of High Level	1980-81	Settlement
Mr. L. Wold	Town of Sexsmith	1979-80	-
Mr. K. Woronuk	M.D. of Spirit River No. 133	1980-81	Environment

* Commission Chairman 1979-80
** Commission Chairman 1981
(c) indicates Chair.

LOCATION IN THE PROVINCE | MAP | PEACE RIVER REGION



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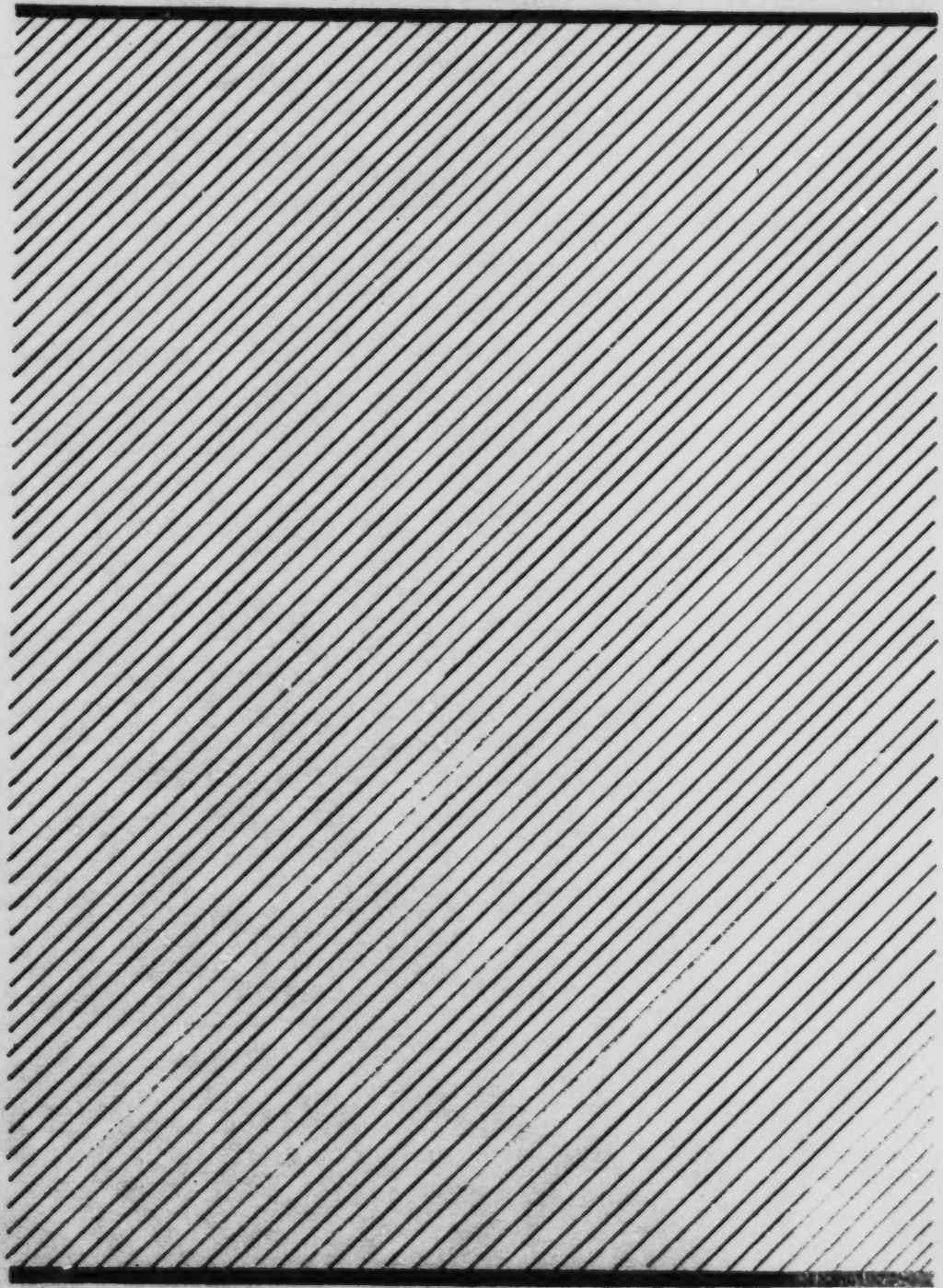
Part 1; INTRODUCTION



Section 1: OPENING REMARKS

A. FOREWORD

This document is a DRAFT of the Regional Plan for the Peace River Region. It is being circulated to provide the Peace River Regional Planning Commission with comments and suggestions for change from the Province, local authorities, special interest groups and the general public. Upon its adoption by the Commission, approval by the Alberta Planning Board, and ratification by the Minister of Municipal Affairs, it will become the Peace River Regional Plan as provided for in The Planning Act, 1977 and will replace the Preliminary Regional Plan - Patterns for the Future, 1976.

The Commission welcomes all comments directed towards improving the content and increasing the effectiveness of The Regional Plan.

B. PURPOSE OF THE REGIONAL PLAN

Upon adoption, the Regional Plan will fulfill the responsibility of the Regional Planning Commission as specified in Section 45 of The Planning Act. The purpose of the Regional Plan is as follows:

- to establish a set of policies based on achieving regional goals and objectives and responding to regional problems and issues,
- to provide a policy and planning framework within which municipalities may cooperate to better plan and provide for orderly, economic growth and development,
- to guide public and private interests as these may affect the development of the Region; and
- to contribute to achieving the purpose of The Planning Act, 1977 in the Peace River Region.

The Regional Plan is intended to function in the following ways:

- as the basis for making growth and development decisions at the regional level,
- unless otherwise specified, as a guide for making growth and development decisions at the local level,
- as a framework for local planning and as a basis for the preparation of statutory plans, land use bylaws and land use orders, and
- as a guide to senior levels of government in designing and implementing programs which may affect the Peace River Region.

C. LEGISLATIVE BASE

The Regional Plan is prepared pursuant to The Planning Act, 1977.

26(3)(a) prepare a regional plan for its planning region,

45(1) Each regional planning commission shall, on or before December 31, 1982, adopt a plan for the planning region under its jurisdiction in accordance with this Act which shall be known as the "(name of the region) Regional Plan".

The Act sets out, in broad terms, what the Regional Plan should contain or accomplish.

46 A regional plan

(a) shall provide for the present and future land use and development of the planning region, and

(b) may regulate and control the use and development of land in the planning region.

The Act also sets out, in general terms how the Regional Plan is to be prepared and brought into force and what effect a Regional Plan has once ratified by the Minister.

53(1) Where a regional plan has been ratified by the Minister, no local authority shall enact any by-law, take any action or authorize or undertake any development that is inconsistent with the regional plan.

In addition the Act specifies the relationship between the Regional Plan and other planning documents and related decisions.

53(2) Every statutory plan, replotting scheme and land use by-law, every action taken or thing done by a local authority, regional planning commission or a council and every decision of a municipal planning commission, development appeal board or development officer shall conform with the regional plan.

Methods to the amend the Regional Plan are also provided

54(1) A local authority affected by a regional plan may apply to the regional planning commission to amend the plan and upon receipt of the application the commission shall treat the application as if it were a motion made by a member of the commission under subsection (2).

(2) A member of a regional planning commission may make a motion to amend a regional plan.

The reader should refer to The Planning Act, 1977 Sections 44 through 58 for additional enabling legislation under which this Plan is prepared.

D. LANGUAGE

In this document the "Act" is the Planning Act, 1977; the "Commission" is the Peace River Regional Planning Commission; the "Region" is the Peace River Region"; the "Plan" is this DRAFT of the Peace River Regional Plan; and the "Province" refers to the Province of Alberta, its Government including various agencies or departments, unless otherwise specified. Other terms may have specific meanings as assigned in the Interpretation section of this Plan, or as defined in the Act. Where possible terms in this Plan correspond to the definition or usage common to local planning documents and to their typical meaning in the context of the Region.

E. SCOPE OF THE PLAN

This Plan applies, within the Peace River Regional Planning Commission boundaries as set out in Alberta Regulation 138/78 and subsequently amended, to all manner of development on, over and under the land of the Region to the extent provided for, or limited by, the Planning Act, 1977 as amended.

This Plan addresses regional problems and issues as perceived by the member municipalities. Regional problems and issues are defined as those which affect two or more municipalities in the Region. A problem or issue is assumed to become regional when it transcends the administrative boundaries of a municipality, when its impact, cost or interest is inter-municipal or when the management of the impact seems to fall between two or more levels of government, municipal, Provincial and Federal. This Plan also considers certain areas of local jurisdiction and certain areas of Provincial jurisdiction where it is felt that the Commission can offer advice or guideline policies to assist municipalities and the Provincial Government in addressing such areas.

Regional problems and issues considered include the nature and impact of current and future growth and development, the regional transportation system, use and protection of the natural environment, use and disposition of agricultural lands, the provision of infrastructure and services, land use and settlement of the Region. These are described further in PART TWO of this Plan.

There is a range of policy in this Plan addressing these key problems and issues. This Plan is intended to provide for change in the Region. Change is manifested by growth and development. Therefore, to some extent, all policy stems from the Planni PlagnStrategy for Growth and Development, PART THREE.

F. HOW THE PLAN WAS PREPARED

This Regional Plan has evolved from the Preliminary Regional Plan entitled, "Patterns for the Future" which was examined by the Provincial Planning Board and ratified on September 20, 1976. During 1979 a regional plan preparation program was undertaken. It commenced by identifying problems and issues and generating goals and objectives to respond to these. The set of goals and objectives were presented to municipalities at local council meetings and to the general public at local events such as fairs and rodeos. Questionnaires identifying issues, policy areas and soliciting responses to the goals and objectives were circulated. The goals and objectives were modified on the basis of the response received.

Three committees on regional planning were formed. These were standing committees of the Commission charged with the responsibility of developing regional plan policy for consideration by the entire membership. Each committee dealt with policy topics in one of the following areas: resources, settlement and environment. Policies were formulated, debated and ratified by the Committees and the Commission during 1979, 1980 and 1981.

This DRAFT Plan is currently being circulated to the member municipalities and the Province for review and comment. The Commission intends to respond to comments received before preparing and circulating a PROPOSED Regional Plan.

G. APPROACH TAKEN IN THIS PLAN

Given that the Region is comprised of a number of interacting urban and rural municipalities this Plan assumes that there is no issue which is exclusively regional or exclusively local. Rather, there are issues which may be predominantly regional in nature, issues which may be predominantly local in nature and issues which may be classified somewhere in between.

Although Provincial legislation generally establishes areas of local jurisdiction and areas within the jurisdiction of the Regional Planning Commission, the Plan maintains that many problems and issues are best addressed in a spirit of mutual consultation and cooperation among the Commission, the municipalities and the Province. The preference for mutual consultation and cooperation is inherent to the approach taken in this Plan and explicit in many of the policies contained herein.

The planning process is complex and interwoven with decisions made by the Commission under current and previous policy. A few themes which underlie the planning approach include:

(i) the comparatively high, but gradually declining proportion of the population living in a vast rural area;

(ii) the increasing significance of non-renewable resource development and associated land demands;

(iii) despite localized rapid growth in recent years, the conservative long term outlook for regional growth and development in a Province with expectations for major growth;

(iv) the continuing importance of farming as a way of life;

(v) the recognition that individual development projects, which alone are of little regional significance, can establish long term patterns which are difficult and costly to change in the future;

(vi) consideration of problems arising from policy in the Preliminary Regional Plan;

(vii) local planning as a relatively new activity, particularly in rural municipalities; and

(viii) a complex Provincial policy position in a variety of areas but specifically with respect to rural land use and agricultural land conservation.

In preparing the Plan the Commission has, in addition to other factors, taken the following into consideration.

- The Plan should provide a framework for local planning by stressing preferred directions and guidelines and avoiding regulatory policy where suggestive or advisory policy will achieve the desired goals and objectives. To this extent policy is designed to be non-prescriptive when addressing matters of clearly local concern and prescriptive, only if deemed necessary, in matters of regional interest and jurisdiction.

- Policy in the Plan must be legal and reflect the intent of the Act.

- The Plan should encourage the coordination of local planning efforts among municipalities.

- Policy in the Plan should respond to the special conditions indigenous to this Region, should recognize the planning area as an agricultural/ frontier Region in evolution and respond to its changing economic base and population.

- The Plan should include policy which acknowledges and provides for the ongoing regional planning process.

H. USE OF THE PLAN

The Regional Plan is the principle planning document of the Commission which includes policy to achieve goals and objectives and offers directions for growth and development of the Region. As such it is intended to be used as the basis for planning throughout the Region and consequently as the framework for local planning and a guide to the design and implementation of Provincial programs.

It is anticipated that the Regional Plan may be used in a variety of ways depending on the needs and requirements of the user. An individual or developer wishing to subdivide land can find directions for subdivision in the Plan. Municipalities may use the Plan in developing local strategies for growth and development. The Commission may use it as its prime policy document for all matters related to planning. Senior governments can find an expression of goals and objectives which the Commission is striving to achieve and the preferred policy through which these may be achieved. Any citizen can use the Plan as a starting point to better understand the nature and future potential of his Region.

I. MONITORING, REVIEW AND AMENDMENT OF THE PLAN

Although the Commission is satisfied that the policies contained herein may achieve the stated goals and objectives and respond to regional problems and issues, it accepts that these policies may merit amendment and new policies may be required at some point in time. Changes to the Region may be realized at a different pace than anticipated. Problems and issues not yet identified may become apparent in the future. The very nature of the Region may dictate that some policies may not be successfully implemented throughout the planning area. It may be discovered that certain policies will not satisfactorily achieve goals and objectives. It is fully intended that the Plan will be subject to ongoing or periodic review and that amendments to the Plan may be included to better achieve desired goals and objectives.

Monitoring, review and amendment of the Plan are viewed as integral parts activities of the ongoing process of regional planning. The Plan is intended to be responsive to changing conditions in the Region and therefore includes a comprehensive process to facilitate monitoring and review (see PART SIX). Amendments are intended to be used as the means of updating policy and dealing with some situations of Plan non-conformity.

Section 2: THE PEACE RIVER REGION

I DESCRIPTION OF THE REGION

A. ECOLOGICAL

The Peace River Region refers to the Alberta portion of Peace Country contained within the boundaries of the Peace River Regional Planning Commission. The Region contains about 84,000 square miles of territory situated between the 53° and 60° North latitude adjacent to northeastern British Columbia. It's midpoint, located just north of Manning, is approximately 500 miles due east of the Pacific Ocean and 900 miles south of the Arctic Ocean.

With the exception of the Foothills and Rockies, general relief is rolling to flat with a gentle dip from the southwest to northeast. Although relief varies between 800 and 8,000 feet above sea level, the majority of the settled portion of the Region lies between 1,000 and 3,000 feet.

One of the most critical features defining the natural environment surface landform, is depicted in the 3-Dimensional Portrait of the Peace River Region on the following page. The Wapiti/Peace River Plain forms a wide, slightly bowl shaped lowland extending westward into British Columbia. Looking north, the Plain tapers eastward around the Clear Hills, into a narrow lowland which eventually splits into two sections on either side of the rolling Buffalo Head Hills. They join to the north forming another broad and extremely flat lowland called the Fort Nelson/Fort Vermilion Plain. This Plain extends northeast between the Cameron Hills and the Caribou Mountains into the Northwest Territories and also extends eastward, following the Peace River, to eventually join, outside the Region, with the Peace/Athabasca Delta, one of the largest deltas of its kind in the world.

An aspen/poplar forest, with isolated stands of white spruce and balsam fir, often growing to 24 meters in height, is the main type of forest in the Peace River Region, covering both the Wapiti/Peace River Plain, the Fort Nelson/Fort Vermilion Plain and most other lowland areas up to the margins of hills and mountains. Deeply incised river valleys, flat marshy wetlands and virgin forests provide habitat for a variety of big game animals, waterfowl, smaller fur-bearing animals, fish and a few rare species of birds such as the Peregrin Falcon, and the Trumpeter Swan. Many of these animals feed and nest in the rich understorey growth of reed grasses, wild grain plants, berry bushes, mosses and willow shrubs. Within the last seventy-five years, portions of the forests have been cleared and the fertile soils now support an extensive agricultural industry.

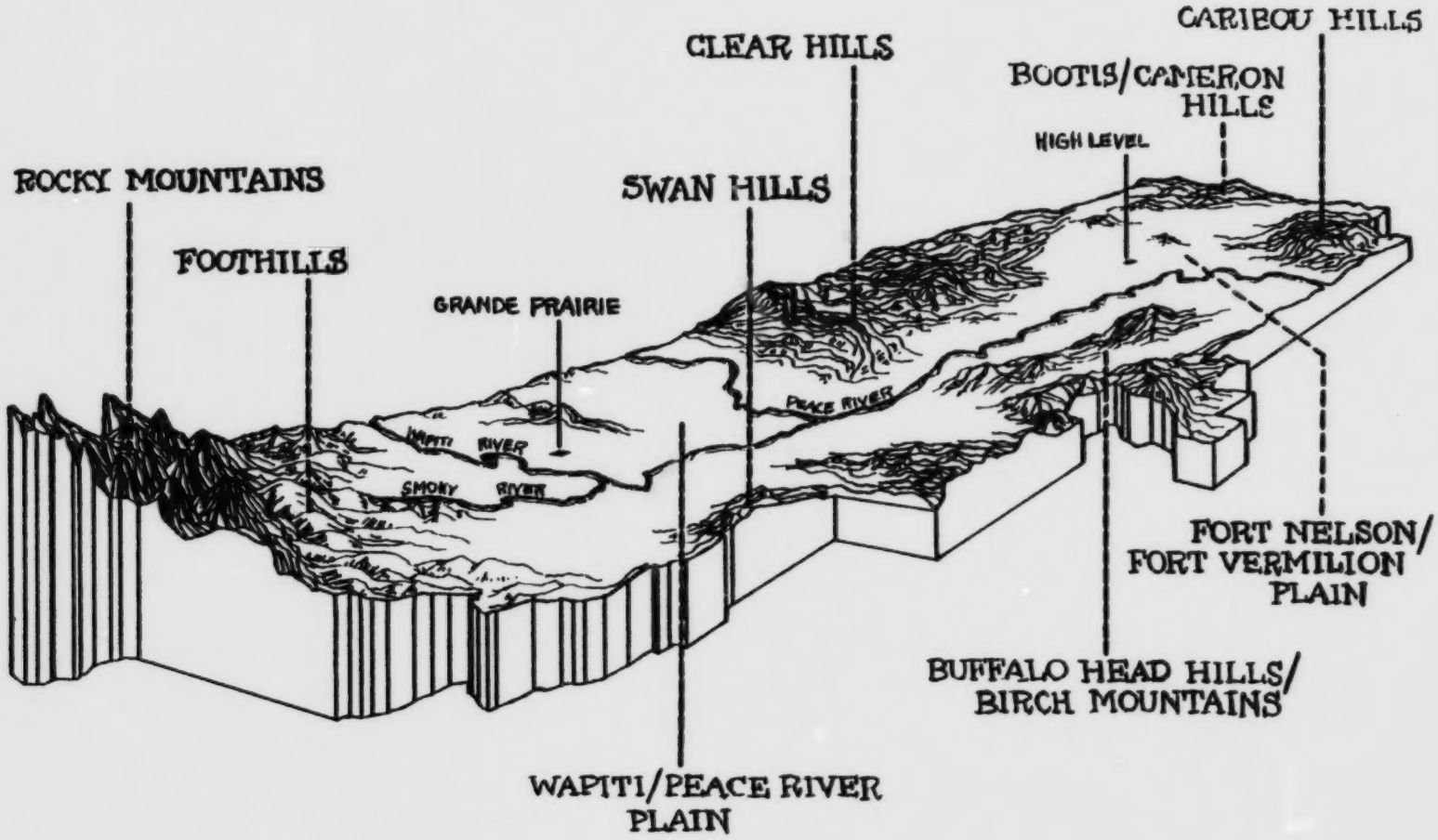
Forests are more evergreen and surface relief more rugged, the farther north or the higher up one goes. Moving into the uplands of the Clear Hills, Buffalo Head Hills, Birch Mountains and the Foothills, aspen/poplar forests are gradually replaced by jackpines in sandy soils and lodgepole pines in wetter soils. In the rolling and more rugged terrain, closed canopy white spruce and black spruce thrive. Underbrush, in high canopy evergreen forests, often disappears along with animals, such as fox and grouse, dependent on it for cover. Stands of black spruce usually surround the mosses, shrubs and grasses in sloughs and meadows. These wetlands provide excellent habitat for moose and the spruce bows support nests for a variety of birds such as chickadees and robins.

In the 2000' high Caribou Mountains, the plateau-like Bootis/Cameron Hills and the higher elevations of the rolling Buffalo Head Hills, white and black spruce are the predominant tree type with feathermoss often providing continuous groundcover. Pine, poplar and aspen only occur in lower elevations with a southern exposure. In large parts of the Caribou Mountains and the Bootis/Cameron Hills, forests thin out over spots of permanently frozen ground. The short black spruce trees, small shrubs and tundra-like ground cover, typical of these northern uplands, are a winter retreat for caribou, Tundra Fox and Willow Ptarmigan migrating from the Arctic.

As in the north, the Rockies have open stands of stunted trees such as Alpine Fir and Engelmann Spruce over heather and lichen ground species. The narrow and shallow headwaters of mountain streams, usually surrounded by willow and alder flats, provide excellent fish spawning grounds. Grizzlies in the forest areas and exotic species such as Bighorn Sheep and the Rocky Mountain Goat, help make the Rockies one of the most unique and fragile ecoregions in Alberta.

3-DIMENSIONAL PORTRAIT OF THE PEACE RIVER REGION

DIAGRAM ONE • 2 • 1



Some of the most impressive natural features of the Region are its rivers among which is the Peace from which the Region takes its name. Flowing out of the Rockies in British Columbia, the Peace River flows east, then north, then east again traversing much of the lowland plain previously described on its journey to the Slave River and the Arctic Ocean. Other rivers with large drainage basins in the Region include the Smoky, Wabasca, Hay and Athabasca as well as several tributaries of the Liard.

More than 800 lakes are found in the Region including several of the Province's largest, notably Lesser Slave which is severed by the regional boundary in the southeast.

The vast size and diversity of its natural features characterize the Region and make it one of the most exciting areas found in Canada's mid-north.

B. ECONOMIC BASE

The mainstay of the economic base of the Peace River Region is its natural resources. Of the basic primary industries, agriculture, oil/gas and forestry are by far the most significant.

Much of the employment within the Region is attributed to the agricultural industry. Agriculture is, and has historically been, the most significant and stable feature of the economic base. Such crops as rapeseed, barley, wheat, hay and oats are the main crops. Although some preliminary processing of crops is carried out at locations such as the rapeseed processing plant in Sexsmith, most crops are exported from the Region. Agriculture will likely continue to be the mainstay of the economy because of the renewable nature of the product and because significant areas of land may yet be opened up for agricultural pursuits.

A second important element of the economic base is the oil/gas industry. Direct employment is primarily in the drilling, seismic and initial processing stages. Natural Gas is far more abundant than oil, and pools and processing plants are scattered throughout the Region, with heavy concentrations near Rainbow Lake, Fox Creek and in the Elmworth Basin. Crude oil, on the otherhand, is found almost exclusively in the Rainbow Lake vicinity. The oil/gas industry employs significantly fewer people than the agricultural industry even though the total dollar value produced is far greater; however, most of the product and revenue end up outside of the Peace River Region. The oil/gas industry will, in all likelihood, figure prominently in the future regional economy, particularly if the pilot "in-situ" oil sands plant near the Town of Peace River is developed into a full-scale commercial plant.

A third major component of the regional economic base is the forestry industry. Logging operations occur in many parts of the Green Zone, with associated saw mills near High Level, Hines Creek, Grande Cache, Fox Creek and Grande Prairie. Grande Prairie is the major centre for processing forest products, with not only a saw mill, but also a plywood plant and major kraft mill. Future potential exists for expansion using both soft and hard woods.

In addition to agriculture, oil/gas and forestry, the mining industry is a significant regional employer. Major coal mines and associated processing plants are located at Grande Cache. In addition, potential exists for the development of low grade iron ore in the Clear Hills and coking coal in the Smoky River Basin. Silica sand extraction, north of the Town of Peace River, has recently been added to the Region's industrial base.

The economic base of the Peace River Region is composed largely of resource development with some manufacturing. The economy is relatively undiversified and has a particular dependance on the oil and gas sector for future expansion.

C. DEMOGRAPHIC STRUCTURE

It is difficult to generalize about the demographic structure of the Peace River Region due to the diversity of population, the differences in periods of settlement and the geographic nature of the Region. Some trends however, are apparent.

The Regional population has consistently had an above average proportion of younger people, particularly in the 0-14 years of age group and a below average proportion of elderly people (65 years of age and older). Historically, the Region has experienced very strong in-migration by settlers seeking agricultural land and more recently, in-migration related to resource extraction, especially the oil/gas industry. However, there has also been an off setting trend of out-migration from the Region primarily to the major metropolitan centres in southern Alberta.

Another trend which has had an impact upon the Region was the post war baby boom. This phenomena, experienced in most of Canada, has had a more pronounced effect upon the Peace Region's demographic structure because of generally higher fertility rates in rural areas. Thus, there exists a significant percentage of "baby boom" population within the Region which has now reached the age of family formation and child bearing, requiring housing and other associated goods and services.

The Region's demographic structure has also been different from the rest of Alberta and Canada in terms of the ratio of males to females. The Regional population has generally had a higher percentage of males than females, a trend related to early influxes of homesteaders and resource workers, though this trend is changing to reflect a more even ratio.

D. SETTLEMENT PATTERN

The Peace River Region is a sparsely populated, rural region both by provincial and national standards. Only about 50% of the population lives in "urban" centers and of these, over half live in towns or villages with populations of less than three thousand.

By examining settlement patterns the Region can be divided into two basic parts, the Green Zone and the Yellow Zone. The Provincial Green Zone is composed primarily of densely forested Crown lands. Several new towns have been established in the Green Zone specifically to service resource development but these, along with native communities, are exceptions. Little privately owned land exists here. The second basic part, the Yellow Zone, is situated in the south-central portion of the Region and extends northward in a corridor roughly parallel to the Peace River. This Zone is the location for agricultural activities where settlement patterns have evolved to serve the needs of the surrounding farmers. Most of these settlements have facilities for storing crops until they can be loaded onto railroad cars. In fact, railway lines link most of these agricultural service centres into the railway network. Subsequent development of a provincial highway system has linked many of these communities closer together, in some cases allowing the community to evolve secondary functions as highway service centres. Two communities, Grande Prairie and, to a lesser extent, Peace River have evolved into major regional centres, providing services for a large area and housing a significant proportion of the Region's population. With the partial exception of these two communities, the urban municipalities are largely or entirely dependant on the rural area surrounding them which in turn depends on them for the majority of its services. This interrelationship is critical if the current settlement pattern is to be sustained.

The following table and map illustrate the settlement pattern in the Region.

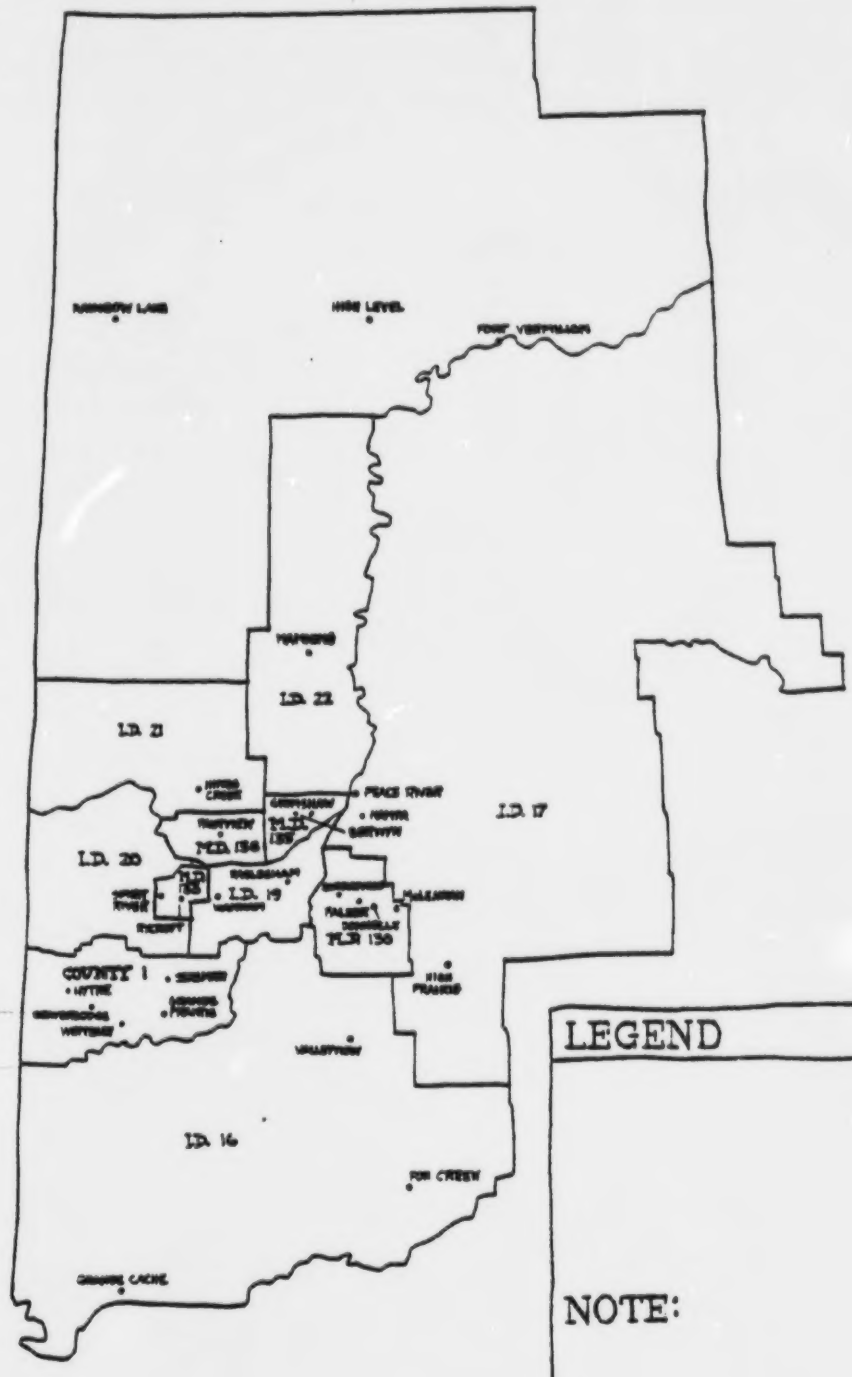
POPULATION FOR MUNICIPALITIES - 1980

TABLE ONE - 2.1

CITIES	POPULATION	COUNTIES	POPULATION
Grande Prairie	22,718	Grande Prairie No. 1	11,269
TOWNS		**MUNICIPAL DISTRICTS**	
Beaverlodge	1,847	Smoky River No. 130	2,990
Fairview	3,027	Spirit River No. 133	857
Falher	1,162	Peace No. 135	1,583
Fox Creek	1,905	Fairview No. 136	1,799
Grande Cache	4,423		
Grimshaw	2,209	INDIAN RESERVES	5,000 (Estimated)
High Level	2,134		
High Prairie	2,281		
Manning	1,166		
McLennan	1,212		
Peace River	5,754		
Rainbow Lake	813		
Sexsmith	1,141		
Spirit River	1,107		
Valleyview	2,066		
Wembley	1,119		
VILLAGES		**IMPROVEMENT DISTRICTS**	
Berwyn	534	I.D. #16	4,561
Donnelly	340	I.D. #17	11,222
Eaglesham	229	I.D. #19	1,816
Girouxville	315	I.D. #20	2,689
Hines Creek	527	I.D. #21	2,648
Hythe	680	I.D. #22	3,132
Nampa	352	I.D. #23	5,880
Rycroft	538		
Wanham	233	TOTAL	110,356

In conclusion, the demographic structure exhibits numerous characteristics of a relatively young, growing Region which is gradually changing to mirror the structures of Alberta and the rest of Canada.

REGIONAL MUNICIPALITIES	MAP	ONE	1 .1



II MODEL OF THE REGION

A. INTRODUCTION

This section provides a description of the Region in a simplified model form. The purpose is to show that the Region is comprised of a group of interacting components which are impacted by external factors, decisions and processes. In formulating and implementing regional plan policies the Commission is attempting to achieve regional goals and objectives by influencing external factors, decisions and processes and by responding to the interacting components which make up the Region. To this end, the model is used as an aid to better understand the Region for more effective policy formulation. It may also be used as an aid in implementing policy.

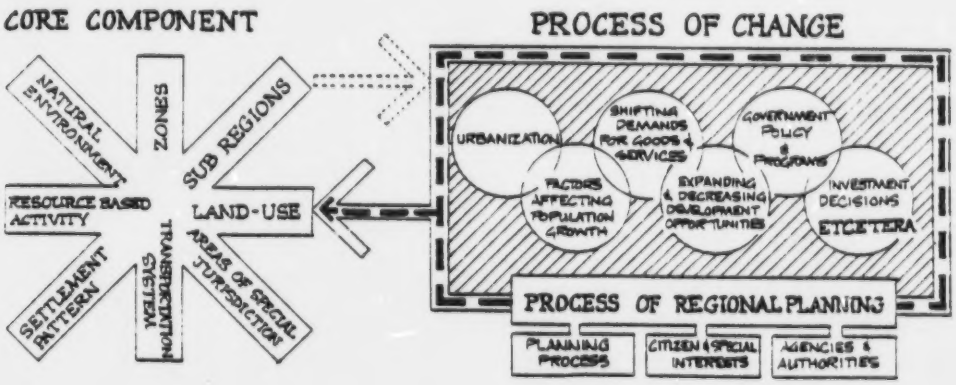
NOTE: The model is primarily a planning tool. It is not a policy statement.

B. DESCRIPTION OF THE REGION IN MODEL FORM

There are 3 basic components included in the model of the regional planning area. These are, the core component which is a series of factors mostly related to the physical characteristics of the region; the process of change which is composed of many factors, empirical and otherwise, from both private and public sectors, internal and external to the Region; and the process of regional planning which is actually a part of the process of change. The process of regional planning has been isolated since it is the component in the process of change over which the Regional Planning Commission may exert significant influence to achieve regional goals and objectives. As such the model merits some additional illustration.

Diagram one 2.II #1 illustrates the basic component and general structure of the model. The process of change impacts upon the core components. The core components may also impact upon the process of change although this impact is believed to be less intense than the former. The process of regional planning can be used to direct the process of change, as this impacts upon the core variables, with the intent of achieving stated goals and objectives.

MODEL OF THE PEACE RIVER REGION
DIAGRAM ONE·2·2



(a) Core Component

There are 8 major variables identified in the core component. These are as follows:

(i) Zones - The Region can be viewed as having 5 general land use zones. These are the urban developed zone which includes the developed portion of the City, towns, and villages; the urban developed zone which includes the undeveloped portions of the city, towns and villages; the urban/rural fringe, which is the area beyond existing urban boundaries subject to some development pressure to transform from existing rural uses to rural/urban or urban uses; the rural zone which is used predominantly for agriculture; and the frontier zone, which is the undeveloped portion of the Region beyond the rural zone. All zones can be distinguished by the types of settlements and land uses indigenous to each. Each zone has its own problems, issues and development pressures.

(ii) Sub-regions - There are a number of urban and rural municipalities which seem to share certain interdependencies and linkages, mostly economic. These form functional units which although not self-sufficient, are somewhat self-contained. Sub-regions may be more useful and effective planning units in achieving certain goals and objectives than the larger regional planning area.

(iii) Land Use - The Region has a range of types, combinations and intensities of land uses. Growth, decline and evolution of an area are manifested by changes in land use. Planning issues and problems relative to land use are related to the most desireable distribution of land use, land use conflicts, changes in land use and land use impacts on the Region or individual municipalities.

(iv) Areas of Special Jurisdiction - These include the Provincial Green Zone, Indian Reserves and Metis Colonies. Although these areas are within municipal and regional boundaries, the responsibility for land use control and mandate for planning does not rest primarily with local municipalities and the Regional Planning Commission.

(v) Transportation System - This is extremely important in such a vast and dispersed Region. The planning issue is one of providing acceptable links to all parts of the Region and developing the transportation system to implement growth and development policies.

(vi) Settlement Pattern - The Region contains a variety of types of settlements ranging from homesteads to a city. Settlements are widely dispersed in some parts of the Region and concentrated in others. Each settlement type has its own identity, characteristics, problems and growth pressures. Consequently, each settlement type may have its own policy requirements.

(vii) Resource Based Activity - This is a key component which includes four major sectors of the economic base; agriculture, oil/gas, forestry and mineral extraction. Planning issues are related to the impact of further resource developments on the Region in general and on the settlement pattern in particular.

(viii) Natural Environment - This component includes the geographical and biophysical features of the Region. One characteristic of the natural environment is the unusually high sensitivity of some areas.

(b) Process of Change

The process of change refers to the forces which influence growth, development and change in the Region. It is the most dynamic aspect of the model which critically impacts upon every core component to one degree or another. A comprehensive identification of the components and structure of this process is not necessary to understand its potential impacts. The following components may suffice for the purpose of illustration. They include;

(i) urbanization (process of increasing urban development as a result of growth of the service and non-agriculture economic base sectors of the Region)

(ii) factors affecting population growth,

(iii) shifting demands for goods and services,

(iv) investment decisions (internal and external),

(v) expanding and decreasing development opportunities, and

(vi) government policy and programs (internal and external governments).

These components are shown as intersecting circles in Diagram ONE 2.2 to generally represent their interconnectedness.

(c) Regional Planning Process

The process of regional planning refers to the continuing technical and political process of problem/issue identification, goal formulation, policy formulation, monitoring, feedback, review, re-evaluation, modification and re-direction. Other components of the process include the participation of private citizens and special interest groups and the involvement of local, regional and provincial agencies and authorities.

The regional planning process provides guidance and direction to the process of change but also provides the means by which this guidance can be put into effect. The separation of the particular direction being put forth and the mechanism to influence change is a critical concept in the model.

C. HOW THE MODEL HAS BEEN USED

The model was used as a way of viewing the Region and its component parts to better understand these and thereby formulate more effective policies. Examples of how the model has contributed to policy formulation include the following:

(i) Recognition of zones has resulted in the formulation of a Land Use Classification System (guidelines for physical development) which encourages a preferred order of land use and establishes compatible land uses based on the characteristics of regional land use zones.

(ii) Identification of sub-regions has resulted in the formulation of a Planning Strategy for Growth and Development which uses sub-regions as the basis for the allocation of future growth and development.

(iii) Consideration of the settlement pattern has resulted in the formulation of an Urban Municipalities Policy which recognizes the need to reinforce existing urban municipalities.

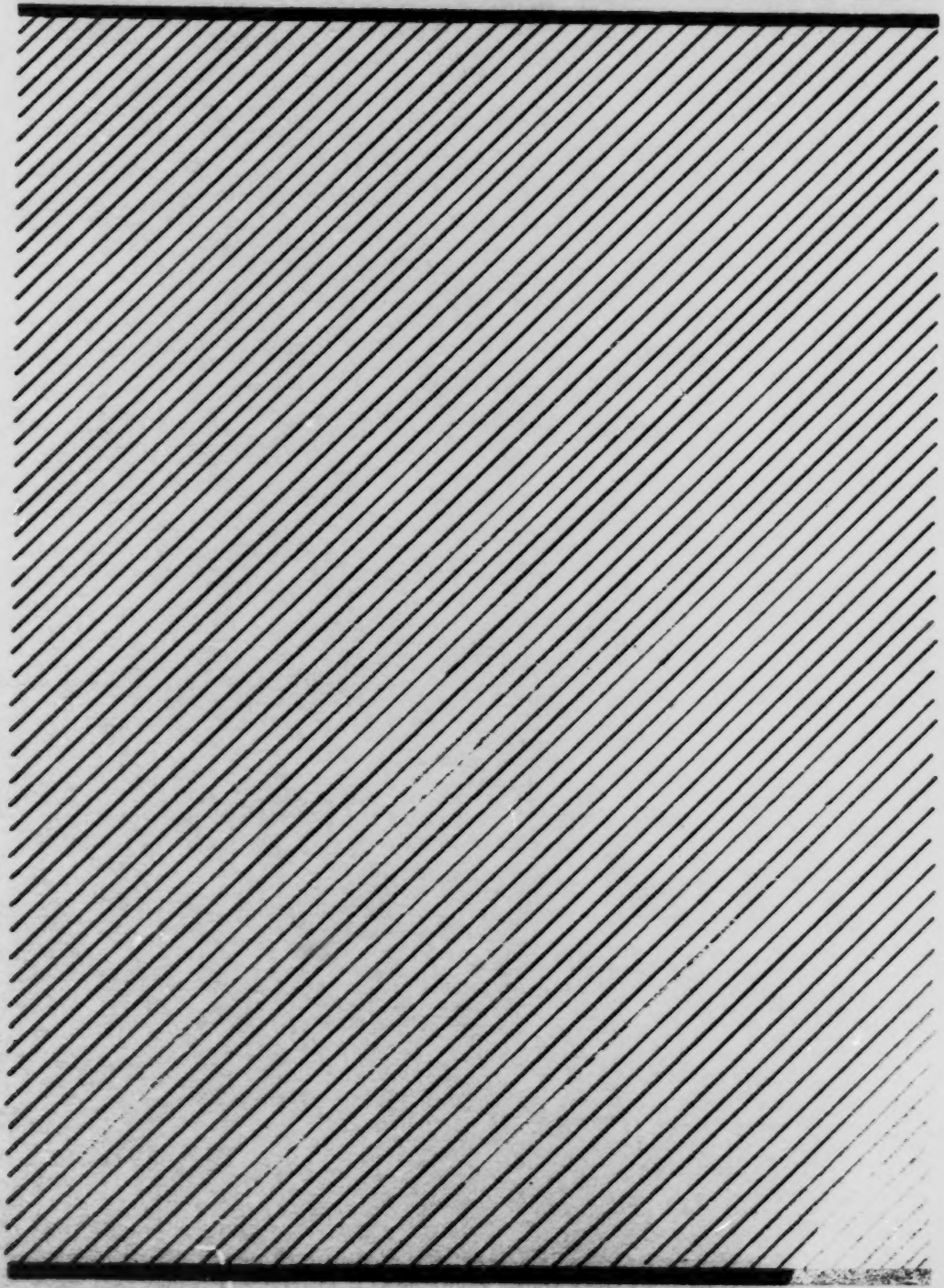
(iv) Recognition of the forces which may impact upon the natural environment has resulted in the formulation of a comprehensive environmental management policy.

(v) Acknowledgement of areas of special jurisdiction has resulted in the Commission adopting a coordinated/cooperative planning approach via advisory policies pertaining to regional development in the Green Zone and other large holdings of the Crown. This central to the New Settlements Policy and policy in the Frontier Zone.

(vi) Identification of the process of change has resulted in the formulation of a preferred pattern for growth and development which is designed to provide directions for change in the Region. (This is intended to influence the process of change to the extent that goals and objectives, whose realization may be affected by this process, are made explicit to the various decision-making processes which effect the Region.)

(vii) Recognition of the process of the regional planning, particularly its ongoing nature, has resulted in a heavy emphasis on monitoring and review activities.

Part 2; STRATEGIC ORIENTATION



Section 1: PROBLEMS AND ISSUES

I INTRODUCTION

From June to August of 1979 the Commission sponsored a series of meetings with local authorities for the expressed purpose of identifying problems and issues in the Peace River Region. These meetings generated a variety of responses from which problems and issues have been derived. These can be grouped under three broad categories including resources, environment and settlement.

II PROBLEMS AND ISSUES

A. RESOURCES RELATED PROBLEMS AND ISSUES

(a) Agriculture and Agricultural Land

(i) the recognition of agriculture as a major industry in this Region and the subsequent need to preserve agricultural land,

(ii) the potential of using mixed farming as a means of improving local economies in some parts of the Region,

(iii) the implications of farm consolidation including the resulting rural depopulation,

(iv) the need to open and make available new farmland,

(v) a suitable formula for determining good agricultural land,

(vi) the protection of agricultural land but at what cost,

(vii) the application of an agricultural land preservation policy to both urban and rural municipalities,

(viii) the determination of whether agricultural land should be treated as a resource or a commodity,

(ix) agricultural land which is lying dormant or underutilized,

(b) Oil and Gas and It's Impacts

(i) the potential development pressures created by the oil sands,

(ii) the past and future impact of oil and gas development on municipalities in the Region;

(c) Forestry

(i) the potential conflict between agriculture and forestry and the competition for land between forestry and agriculture, and

(ii) the feasibility of poplar as a potential resource for expansion in the forestry sector;

(d) Other

(i) the development of the coal and iron ore resources of the Region,

(ii) the potential of tourism as an important regional economic base sector,

(iii) the impacts of the proposed Dunvegan Dam project,

(iv) alternative economic growth potentials including hydroponic farming and alternative energy sources, and

(v) the need to undertake a regional resources inventory.

B. ENVIRONMENT RELATED PROBLEMS AND ISSUES

Many of the issues identified were expressed as concerns and included the following items:

(i) retention of vegetation on steep slopes, erosion of hillsides and riverbeds and the deposition of eroded sediments into lakes,

(ii) deteriorating water quality in lakes and the subsequent impact this is having on beaches,

(iii) the need to address public access to lakes and buffer zones around lakeshores through the use of lake management plans,

(iv) concern for municipal water supplies,

(v) concern for windbreaks, forest cover and the impact of forestry operations on the natural environment,

(vi) the protection of sensitive wildlife areas,

(vii) identification and protection of sensitive areas and regulation of development in hazardous areas,

(viii) protection of agricultural soils,

(ix) development of recreation areas,

(x) preservation of river valleys, and

(xi) waste disposal sites, nuisance grounds and landfill sites.

C. SETTLEMENT RELATED PROBLEMS AND ISSUES

The following concerns were expressed:

(i) country residential development including siting, servicing, related urban/rural conflicts and densities,

(ii) the role of hamlets and the problems associated with servicing hamlets,

(iii) cost sharing of services (intermunicipal),

(iv) farm consolidation and rural depopulation,

(v) centralization of schools and bussing,

(vi) small or limited tax bases,

(vii) rural industrial and strip development,

(viii) water supply as a constraint to growth,

(ix) concern that boundaries of urban municipalities need to be rationalized,

(x) concern that directions for growth of urban municipalities should be resolved through joint agreement,

(xi) some municipalities are having difficulty identifying sources of growth, and

(xii) the need for population projections was identified.

D. GENERAL CONCERNS AND ISSUES

(i) Concern was expressed that the regional plan should include planning policy that will aid local municipalities in dealing with land use issues and conflicts. This seemed to be an overriding issue not particularly related to either resources, environment or settlement.

III CONCLUSIONS

Participation in the meetings was not as extensive as anticipated by the Commission. Although the issues summarize the input obtained, these are not shared unanimously by all member municipalities. Every issue has a variety of aspects which may be more important to some municipalities than others. In reviewing proposed policy the Standing Committees on Regional Planning have been able to interpret and clarify the issues. These are described further in the appropriate policy sections.

Given that over the next fifteen years the Region will experience change, it is likely that existing problems and issues may take on new dimensions and that new or previously unidentified problems and issues will become apparent. This may generate the need for new or modified goals, objectives and policies. The Regional Plan is designed to respond to this through the monitoring mechanisms included.

Section 2: GOALS

Problems and Issues have been translated into a set of Goals and Objectives. These represent areas requiring regional policy. From May to September of 1980 the Commission undertook a review of the Goals and Objectives with all municipal councils and the public. The Goals and Objectives have been modified as a result of local input and consideration by the Standing Committees on Regional Planning.

The following is a list of the Goals. Objectives are listed in the policy areas in which they are addressed and cross-referenced to the appropriate Goals. As previously mentioned it is expected the Goals and Objectives may change over time as conditions change in the Region and new information is acquired.

GOAL A - GROWTH AND DEVELOPMENT

THE IMPACTS OF DEVELOPMENT IN THE PEACE RIVER REGION SHOULD BE DIRECTED TOWARD ACHIEVING THE GREATEST POSSIBLE BENEFITS FOR THE PEOPLE OF THE PEACE REGION, ALBERTA AND CANADA.

This Goal expresses the desire to evaluate, plan and channel development so as to maximize benefits and, implicitly, to minimize the costs and disadvantages associated with growth. It responds to many of the problems and issues and in particular those which are resource related. Objectives are:

(i) To evaluate and respond to the present and future development of non-renewable and renewable resources.

(ii) To conserve the agricultural land base and to encourge the maintenance and growth of the agricultural industry.

(iii) To encourage a balanced and diversified economic base.

GOAL B - TRANSPORTATION AND COMMUNICATION

CONTINUED IMPROVEMENT OF THE REGIONAL TRANSPORTATION AND COMMUNICATION SYSTEMS SHOULD BE ENCOURAGED IN ORDER TO MEET THE CHANGING NEEDS OF THE REGION.

This Goal responds partially to local concerns with respect to road conditions, travel distances and other similar issues. More particularly, it recognizes the vastness of this Region, the great distances between many of the communities and the need to effectively link municipalities. Objectives address the development and improvement of all modes of transportation and communication within the Region and beyond and are as follows:

(i) To support an adequate rail, road, water, and air system to move people, manufactured goods, and resources.

(ii) To support an efficient communication network for the exchange of information and ideas among communities.

(iii) To promote adequate transportation and communication linkages with areas beyond the Regional boundaries.

GOAL C - ENVIRONMENT

THE NATURAL ENVIRONMENT AND HERITAGE OF THE PEACE RIVER REGION SHOULD BE PROTECTED FOR PRESENT AND FUTURE GENERATIONS.

GOAL D - PROTECTION

THE PEOPLE OF THE PEACE RIVER REGION SHOULD BE PROTECTED FROM THE NEGATIVE EFFECTS OF NATURAL AND MAN MADE HEALTH AND SAFETY HAZARDS.

Goals C and D respond to the environment related problems and issues. The orientation of Goal C is towards the identification of environmentally significant areas and the channelling of development such that the impact on the environment is minimized. Objectives address the maintenance and enhancement of sensitive areas, the management of development to minimize impacts and the rehabilitation of abandoned development sites. Goal D focuses on the need to carefully regulate development in hazardous area. Objectives address the need to identify such areas, ensure safe development and to protect people and property as follows:

Goal C

(i) To study the natural environment and identify its significant parts.

(ii) To insure that any development affecting an environmentally and/or otherwise significant area enhances the significant values of the area.

(iii) To insure that development affecting less significant parts of the natural environment is in harmony with its surroundings and does not detract from environmentally significant areas.

(iv) To insure that the development of natural resources and the location of human activities has minimal impact on the natural environment.

(v) To insure that abandoned development sites are properly reclaimed back to their natural state.

Goal D

(i) To have hazard lands within the Region identified and to indicate the dangers unique to each hazardous area.

(ii) To ensure that any development on hazard land does not endanger life or property.

(iii) To protect people and property from dangerous land uses by controlling the location of such uses and/or by limiting development in adjacent areas.

GOAL E - SETTLEMENT

A HIGH QUALITY OF LIFE SHOULD BE ENCOURAGED WITHIN THE PEACE RIVER REGION.

This Goal responds to all of the problems and issues in that their resolution is intended to result in a higher quality of life for all residents of the Region. The associated Objectives focus upon community identity, supply and choice of housing, service needs of rural communities, distribution of services and facilities and choice of lifestyles and are:

(i) To encourage and maintain community identity.

(ii) To encourage an adequate supply and choice of housing.

(iii) To ensure that the service needs of the rural community are met.

(iv) To encourage a full range and adequate distribution of health, education, emergency and recreation services and facilities.

(v) To encourage a choice of lifestyles by providing for a variety of urban and rural settlement types.

GOAL F - LAND USE

DEVELOPMENT WITHIN THE REGION SHOULD BE DIRECTED SUCH THAT IT RESULTS IN AN EFFICIENT AND ORDERLY PATTERN OF LAND USE.

Whereas Goal A focuses upon the direction of growth and development to maximize benefits this Goal expresses the desire to direct development such that land use conflicts are avoided or minimized. It responds to many of the settlement related problems and issues and also to the concern for policy to deal with land use issues and conflicts. Objectives express the need for guidelines for urban land uses, expansion of settlements, development in urban/rural fringe areas, economic and efficient use of services and non-farm development in rural areas as follows:

(i) To develop guidelines for urban land uses.

(ii) To guide the expansion of settlements in ways which complement the existing and future patterns of land use.

(iii) To minimize conflicts among land uses.

(iv) To examine and provide guidelines for development in rural/urban fringe areas.

(v) To provide for the economic and efficient use of services.

(vi) To develop guidelines for non-farm development in rural areas.

GOAL G - PLANNING FRAMEWORK

THE PLANNING NEEDS OF THE RESIDENTS OF THE PEACE RIVER REGION SHOULD BE MET BY A SOUND PLANNING FRAMEWORK.

This Goal is concerned with making the entire process of planning more visible, accessible and understandable. While it does not respond to any of the previously listed problems and issues, it is based on the assumption that problems and issues can be better identified and policies better formulated and implemented if the planning system is better understood and more effectively utilized by all participants involved. The Goal implies the establishment of a sound planning framework as the basis for planning at all levels throughout the Region. The Regional Plan is intended to provide this framework. The associated Objectives reinforce this position by addressing the provision of a planning framework, development of a clear system of planning, provision of the opportunity for citizen participation and development of a sensitivity for the social aspects of population growth. They are:

(i) To provide a planning framework which will contribute to efficient decision making by local councils and boards.

(ii) To develop a clear system of planning which will be understandable to the residents of the Region.

(iii) To provide the opportunity for citizen involvement in the planning process.

(iv) To develop a sensitivity for the social aspects of population growth.

GOAL H - COORDINATION

COOPERATION AND COORDINATION OF PLANNING ACTIVITIES SHOULD BE PROMOTED AMONG LOCAL COUNCILS, BOARDS, PROVINCIAL AGENCIES AND OTHER INTERESTED GROUPS.

This Goal responds partially to the settlement issue of intermunicipal sharing; but mostly it recognizes that there are agencies at the municipal, Regional and Provincial levels whose policies will have impacts within the regional planning area. It implicitly acknowledges that all goals can be best achieved through cooperative and coordinated efforts. The objectives address the need for a mechanism to deal with joint planning issues and the implementation and formulation of Provincial policy affecting this Region.

(i) To provide mechanisms for communication between municipalities when joint planning issues arise.

(ii) To have regard for present Provincial policy and in the future work towards mutually beneficial policies.

Section 3: STRATEGY AND POLICY DIRECTION

INTRODUCTION

All policies included in this Plan are designed to respond to problems and issues and achieve goals and objectives. The policy thrust is to provide guidelines through which goals and objectives may be achieved. Although the Plan contains prescriptive policy where such policy is deemed necessary, the application of all policy provides for municipal decision making to adapt the policies to fit local conditions. In this way the Plan functions as a framework for local planning.

The policies are classified into a number of topic areas. Each topic area is designed to respond to one or more goals and associated objectives. Each policy topic area has a central technique, concept or approach and as such the policy chapters may be viewed as a series of techniques, concepts or approaches designed to achieve certain goals and objectives. These are introduced below by policy topic area.

A. PLANNING STRATEGY FOR GROWTH AND DEVELOPMENT

This policy is concerned with presenting a preferred pattern for growth and development to act as a framework for the local and regional management of change (growth and development). The Planning Strategy for Growth and Development serves as the basis for all other policies in the Plan to the extent that all policies are designed to respond to change in the Region. Although this policy responds to all Goals it concentrates on Goal A - Growth and Development.

PART ONE SEC. 2; PART THREE

The policy concept is to divide the Region into a number of functioning sub-regions composed of one, two or three rural municipalities and the urban municipalities of various sizes found within. All urban municipalities are designated to perform particular functions which contribute to the growth and development of the sub-region.

It is through the diversification of the sub-regional economies and the use of the sub-regions as functional planning and development units that the Regional Goals and Objectives are intended to be achieved.

B. LAND USE CLASSIFICATION SYSTEM

This policy addresses Goal E - Settlement: Objectives (iv) and (v), Goal F - Land Use: Objectives (ii), (iii) and (iv) and Goal G - Planning Framework; Objective (i).

The policy concept is to divide the Region into 5 land use zones and to assign roles/functions and land use classes appropriate to each zone. The zones should be incorporated into local land use documents and used as the framework for planning and land use. Land may be reclassified from one zone to another by amending the local planning document. In this way the policy provides for planned change at the local level.

CHAPTER 6

It is through this mechanism of planned change implemented at the local level that the Goals and Objectives may be achieved.

C. RESOURCE DEVELOPMENT POLICY

This policy will address Goal A - Growth and Development: Objectives (i) and (iii), Goal C - Environment: Objectives (v) and (vi); Goal F - Land Use Objective (iii).

CHAPTER I

This first draft of the Regional Plan does not contain specific policy in the area of resource development; rather an Interim Policy Summary is included suggesting the types of policy which might be anticipated and stressing an advisory and monitoring role for the Commission.

D. ENVIRONMENTAL POLICIES

The following policy areas address Goal C - Environment and Goal D - Protection and the associated objectives. CHAPTER 2

(a) Lakes Policy

The approach taken is to develop a mechanism to determine which lakes are appropriate for development and which for conservation and to develop land use guidelines appropriate to each (parcel densities and setbacks). A Lake Management Plan, by virtue of being a more detailed document once adopted by the municipality(s), is intended to supercede the policies of the Regional Plan.

(b) River Corridor Policy

The approach is to include criteria for designation of river corridors by municipalities. Land uses which pose a threat to the nature and functions of river corridors are prohibited. Compatible uses are permitted on a conditional basis. Topographic alterations to the river corridors are limited. Special designations are used to provide for particular uses including River Corridor Settlement Areas, Wildlife Habitat Protection Area, Market Garden Conservation Areas, Recreational Resource Areas and River Corridor Management Plan Areas (for detailed planning subject to development pressure).

(c) Environmentally Sensitive Area (E.S.A.) Policy

The approach taken is to develop criteria for the designation of E.S.A.'s. An associated ongoing mapping program is recommended. Environmental impact assessments are required for subdivisions and requested for development permits (administered by the municipality). Provisions are included for ownership/acquisition and ongoing management of E.S.A.'s.

(d) Hazard Lands Policy

This policy focuses upon floodplains, steep slopes, unstable soils and man-made hazards. The policy provides standards for hazard land control and these are encouraged to be incorporated into local documents. The opportunity for an applicant to demonstrate that a proposed development can be made safe on hazard lands and identification/mapping of hazard lands are significant components of this policy.

(e) Erosion Policy

The policy supports Provincial efforts to identify areas sensitive to erosion and programs to prevent erosion or reclaim eroded areas. Criteria for channel buffers are included as are subdivision and erosion control guidelines for the application by the Commission and development guidelines for the consideration of municipalities.

(f) Groundwater Policy

The policy aim is to minimize the impact of groundwater alterations on the natural environment and to identify, protect and reclaim potable groundwater supplies in the future. The approach is to specify criteria for single parcel and multi-parcel country residential subdivision and to make recommendations relative to the design and maintenance of water and sewage facilities.

E. OPEN SPACE, RECREATION PARKS AND HERITAGE RESOURCES POLICY

This policy will address Goal E - Settlement: Objective (iv); and Goal H - Coordination: Objective (i).

The first draft of the Regional Plan does not contain specific policy with respect to recreation, open space and parks. An Interim Policy Summary is included suggesting the types of policy which might be anticipated and stressing coordination and assistance to municipalities and cooperation with Provincial initiatives. CHAPTER 3

F. RURAL MUNICIPALITIES POLICY

This policy deals with land uses unique to rural municipalities. Many other policy topics also effect rural areas to some degree.

(a) Agricultural Land Policy

This policy addresses Goal A - Growth and Development: Objective (ii); and Goal F - Land use: Objective (vi).

The policy concept is to guide the classification of agricultural land into one of 3 designations; namely Prime Agricultural, Secondary Agricultural or Marginal Agricultural. Each designation has a range of Farmland Assessment Ratings, non-farm densities and non-farm uses considered suitable for the designation. Determination of the boundaries of the areas designated is the responsibility of the municipality. The varying degrees of non-farm use under each designation allows for the preservation of the better quality agricultural land and encourages rural non-farm development to consume the poorer quality agricultural lands; thereby satisfying both Goals A and F.

(b) Country Residential Policy

This policy addresses Goal A - Growth and Development: Objective (ii) and Goal F - Land Use: Objectives (iii) and (vi).

The policy concept is to provide for 2 types of country residential subdivision; namely isolated country residential and multi-parcel country residential. Isolated country residential subdivisions are dealt with as a farm related use in the agricultural land policy. The Country residential policy provides for the designation of multi-parcel country residential districts in the rural area in accordance with certain criteria. In order to keep multi-parcel country residential development from conflicting with urban expansion, development within an Urban-Rural Fringe Zone is prohibited except through joint planning.

This policy satisfies Goals A and F by using techniques similar to those used in the agricultural land policy.

(c) Rural Industrial Policy

This policy addresses Goal A - Growth and Development: Objective (i); and Goal F - Land Use: Objectives (iii), (iv) and (vi).

The policy concept is to reinforce the existing settlement and service center pattern and to centralize rural industrial land uses to industrial parks except for certain limited uses. Rural industrial parks are encouraged within Urban-Rural Fringe Zones as provided for through a joint general municipal plan or amendment to the Regional Plan. Industrial parks are steered away from higher quality agricultural land.

(d) Hamlets Policy

This policy addresses Goal E - Settlement; Objective (v) and Goal F - Land Use; Objective (ii).

Policy is based on the recognition of three types of hamlets; declining, stable and growing. It recognizes that hamlets play a significant role as agricultural service centres and as low density country residential alternatives to urban municipalities. The policy approach is to provide guidelines for hamlets and hamlet centres. Each has growth and boundary criteria appropriate to it. A rural municipality may designate a hamlet as a hamlet centre if the hamlet can satisfy certain criteria. This then becomes a limited growth centre for the rural municipality.

G. URBAN MUNICIPALITIES POLICY

This policy addresses Goal E - Settlement; Objectives (i), (ii) and (iii) and Goal F - Land Use; Objectives (i), (ii), (iii), (iv) and (v).

The policy approach is to reinforce urban municipalities as the focus for growth in the Region. It aims to make municipal councils more aware of the impacts of growth and development by encouraging them to methodically evaluate and plan for growth. This is achieved by offering guidelines with respect to planning and monitoring of municipal growth, expansion, annexation and new settlements. CHAPTER 5

H. HOUSING POLICY

This policy addresses Goal E - Settlement: Objective (ii).

The policy approach is to stress the need for local awareness of housing issues and problems. Guidelines are included to address the housing issues identified thus far. The Commission's role is to study the housing situation more intensively for the purpose of developing future policy. CHAPTER 7

I. TRANSPORTATION AND PHYSICAL INFRASTRUCTURE

This policy will address Goal B - Transportation: Objectives (i), (ii), (iii).

Specific policies or a transportation plan are not included in the first draft. An Interim Policy Summary is included to provide an indication of possible policy. These policies may include an advocacy position with respect to optimizing transportation systems support for a high degree of coordination in transportation and infrastructure planning. CHAPTER 8 CHAPTER 9

J. REGIONAL SERVICES

This policy addresses Goal E - Settlement: Objectives (i), (iii), (iv); and Goal F - Land Use: Objective (v).

This policy identifies an advocacy approach to the provision of regional services (soft) as it relates to land use. The policy places an emphasis on a coordinated approach to planning and recognizes large scale development as having particularly critical planning concerns. Providing information and coordination are specific policy directions. CHAPTER 10

K. PLANNING FRAMEWORK

Policy addresses Goal G and its associated Objectives.

This policy stresses means available to the Commission to promote understanding of the planning system in the Region by its people and to encourage their participation. It encourages an open approach to decision making and emphasizes the provision of information. Simplicity and clarity are the overriding aims. CHAPTER 11

III CONCLUSION

Many policies areas are highly complex and indirectly involve Objectives not specifically referred to. Where possible, policy interrelationships have been cross-referenced.

PARTS FIVE and SIX also include policy related statements which have not been specifically noted here.

Section 1: PROBLEMS AND ISSUES

I INTRODUCTION

From June to August of 1979 the Commission sponsored a series of meetings with local authorities for the expressed purpose of identifying problems and issues in the Peace River Region. These meetings generated a variety of responses from which problems and issues have been derived. These can be grouped under three broad categories including resources, environment and settlement.

II PROBLEMS AND ISSUES

A. RESOURCES RELATED PROBLEMS AND ISSUES

(a) Agriculture and Agricultural Land

(i) the recognition of agriculture as a major industry in this Region and the subsequent need to preserve agricultural land,

(ii) the potential of using mixed farming as a means of improving local economies in some parts of the Region,

(iii) the implications of farm consolidation including the resulting rural depopulation,

(iv) the need to open and make available new farmland,

(v) a suitable formula for determining good agricultural land,

(vi) the protection of agricultural land but at what cost,

(vii) the application of an agricultural land preservation policy to both urban and rural municipalities,

(viii) the determination of whether agricultural land should be treated as a resource or a commodity,

(ix) agricultural land which is lying dormant or underutilized,

(b) Oil and Gas and It's Impacts

(i) the potential development pressures created by the oil sands,

(ii) the past and future impact of oil and gas development on municipalities in the Region;

(c) Forestry

(i) the potential conflict between agriculture and forestry and the competition for land between forestry and agriculture, and

(ii) the feasibility of poplar as a potential resource for expansion in the forestry sector;

(d) Other

(i) the development of the coal and iron ore resources of the Region,

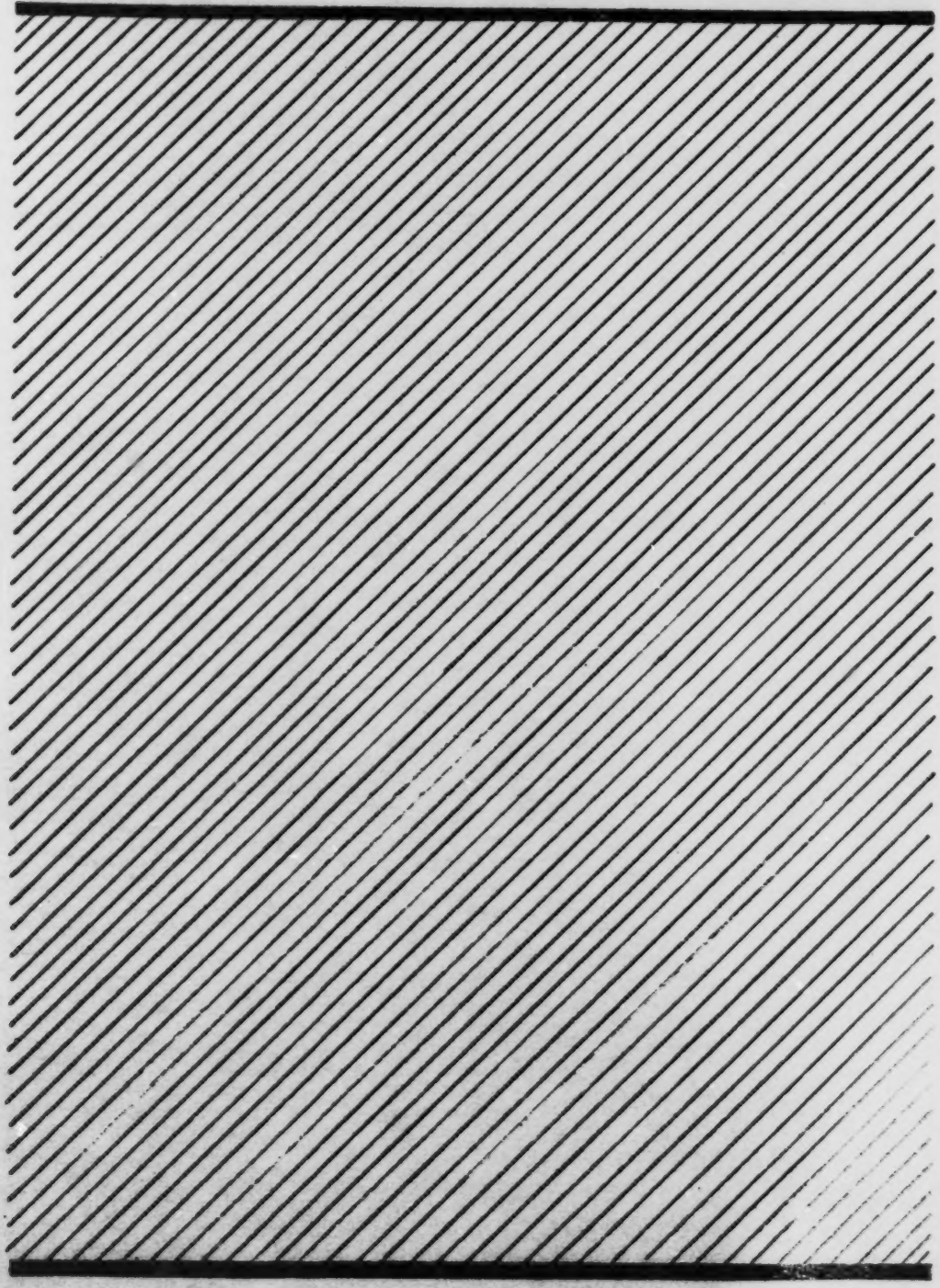
(ii) the potential of tourism as an important regional economic base sector,

(iii) the impacts of the proposed Dunvegan Dam project,

(iv) alternative economic growth potentials including hydroponic farming and alternative energy sources, and

(v) the need to undertake a regional resources inventory.

Part 3: STRATEGY FOR GROWTH AND DEVELOPMENT



Section 1: BACKGROUND TO STRATEGY

I INTRODUCTION

It is anticipated that the Region will continue to experience change in the form of growth and development. Many municipalities have tended to respond to change by providing for its requirements. That is, they have granted approvals, issued development permits, supported the subdivision of land, serviced land and so forth. Land use bylaws/orders and some local planning documents have been produced. The focus however has been more to react to and accommodate change and less to evaluate and plan for it.

The Commission wishes to encourage municipalities to place a greater emphasis on management of future growth and development in planning for their respective communities. Management is the process of directing and guiding growth and development to achieve goals and objectives. It involves the conscious setting of goals and objectives, preparation of plans and policies and the evaluation and subsequent decision upon growth and development proposals in the context of the goals, objectives, plans and policies. Its aim is to achieve goals and objectives thereby maximizing benefits to the community, sub-region or region as the case may be. It also involves granting approvals etcetra but in the context of achieving goals and objectives and implementing policy.

The Commission seeks to encourage management of growth and development through the preparation of a planning strategy. This is viewed as critical in such a vast and dispersed region. It is intended to provide a framework through which municipal governments can pursue growth and development within their respective municipality, to provide a basis for any activity which the Commission may take in guiding and directing growth and to demonstrate the preferred pattern of growth and development. All growth has associated benefits and disbenefits. Municipalities should become clearly aware of these before implementing growth decisions.

II REASONS FOR STRATEGY

A strategy is recommended for the following reasons.

(a) Pattern

It provides a pattern for regional growth and development. The strategy is expressed in terms of the preferred type, distribution, rate and level of growth and development and the roles and functions recommended for municipalities. This provides a picture of the preferred growth pattern for anyone who uses the Plan.

(b) Framework

It provides a framework for local planning. Planning at the local level must also respond to growth, development and change. The regional strategy provides guidance and direction for local level planning. Without it the municipality may be forced to do its planning in isolation. This ignores the impact which growth and development decisions may have on other municipalities, encourages excessive competition among municipalities rather than coordinated and cooperative action and may reduce the probability of achieving certain regional goals and objectives.

(c) Evaluation Criteria

It provides a "yardstick" for evaluating and deciding upon growth and development proposals. Without it the municipality is forced to evaluate a proposal "on its own merits". The use of the strategy as the "yardstick" allows all municipalities to use a common context when evaluating proposals. This should result in more mutually acceptable development decisions.

(d) Basis for Policy

It provides a basis for other regional plan policy. Most of the policy in this plan addresses growth and development in one fashion or another. To this extent all policy stems from the planning strategy which primarily focuses upon growth and development.

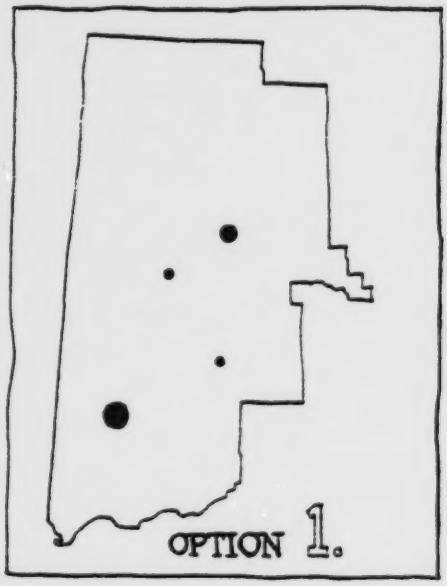
III HOW THIS STRATEGY WAS DETERMINED AND SELECTED

Unlike many of the policies contained in this Plan which have been reviewed and debated by the appropriate Standing Committee on Regional Planning and subsequently ratified by the Commission, the strategy was reviewed and debated by each of the three Standing Committees and subsequently ratified by the Commission. Three options were considered. The advantages and disadvantages of each were evaluated and the options were compared to establish which would most probably achieve the growth and development goal and objectives. The option most preferred was the sub-regional alternative. This was used as the basis for strategy formulation.

A comprehensive description and review of the three options is contained in the background report entitled, Analysis of Growth - A Background Paper Leading to the Formulation of a Regional Growth Strategy. The following highlights the distinguishing characteristics of the three options.

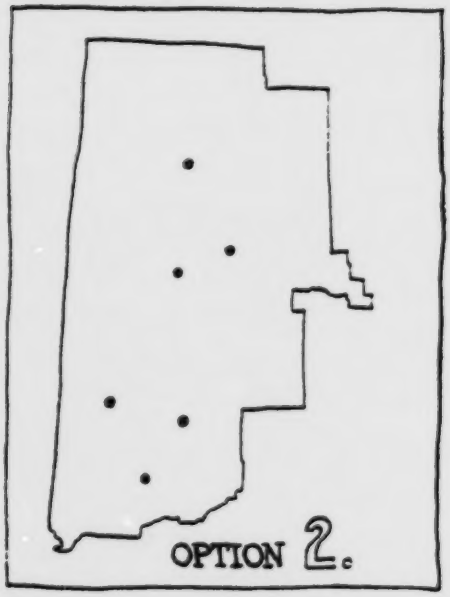
(a) Option 1 - Centralized Distribution

- This option channelled growth and development to a number of dominant municipalities; particularly Grande Prairie and the Town of Peace River. Its greatest disadvantage was that it tended to isolate the rest of the Region whose communities would likely receive only a very limited amount of growth and who, by virtue of the vast distances in the Region, might not share in the benefits of growth accruing to the dominant municipalities.

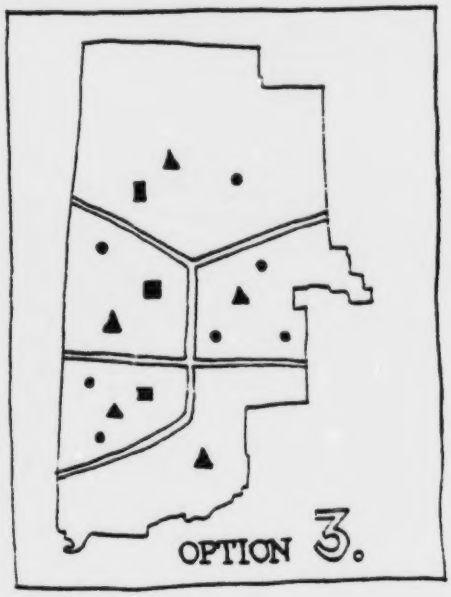


(b) Option 2 - Decentralized/Equalized Distribution

- This option scattered growth and development throughout the Region and seeked to "equalize" the share of potential growth and development to all municipalities. Its greatest disadvantage was that it was very contrary to the growth trends and therefore quite difficult to implement. Also this pattern was perceived as reinforcing a limited availability of services due to inherent inefficiencies.



(c) Option 3 - Sub-Regional Distribution



- This option uses sub-regions within the Region as planning, growth and development units. Each sub-region has a range of urban centres and rural municipalities which contribute to the growth of the sub-region. The sub-regions are not intended to be equal in size, population or growth potential. Municipalities are intended to work cooperatively towards the achievement of local and regional goals and objectives. The major advantages of this option are that it tends to bring a very large Region together, involves less manipulation of the anticipated growth trends which thereby ensures a higher probability of success and will, more likely than options 1 and 2, achieve the objectives of diversifying and balancing the regional economy.

COMMENTS

thanks...

Section 2: REGIONAL TRENDS

GROWTH STUDIES

Issues which the planning strategy addresses have been identified partly through the growth studies undertaken to date. These have considered most of the Region. Only general conclusions have been drawn for the areas not covered and these are based on estimates which will be modified, if necessary, as additional growth studies are undertaken. A complete review of the studies is included in the background report cited in Section 1. The following highlights some of the fundamental conclusions of the growth studies.

A. Observations Relative to the Type of Growth Anticipated

Table THREE-2.1

Percentage Share of Regional Employment Growth by Sector (Incremental)

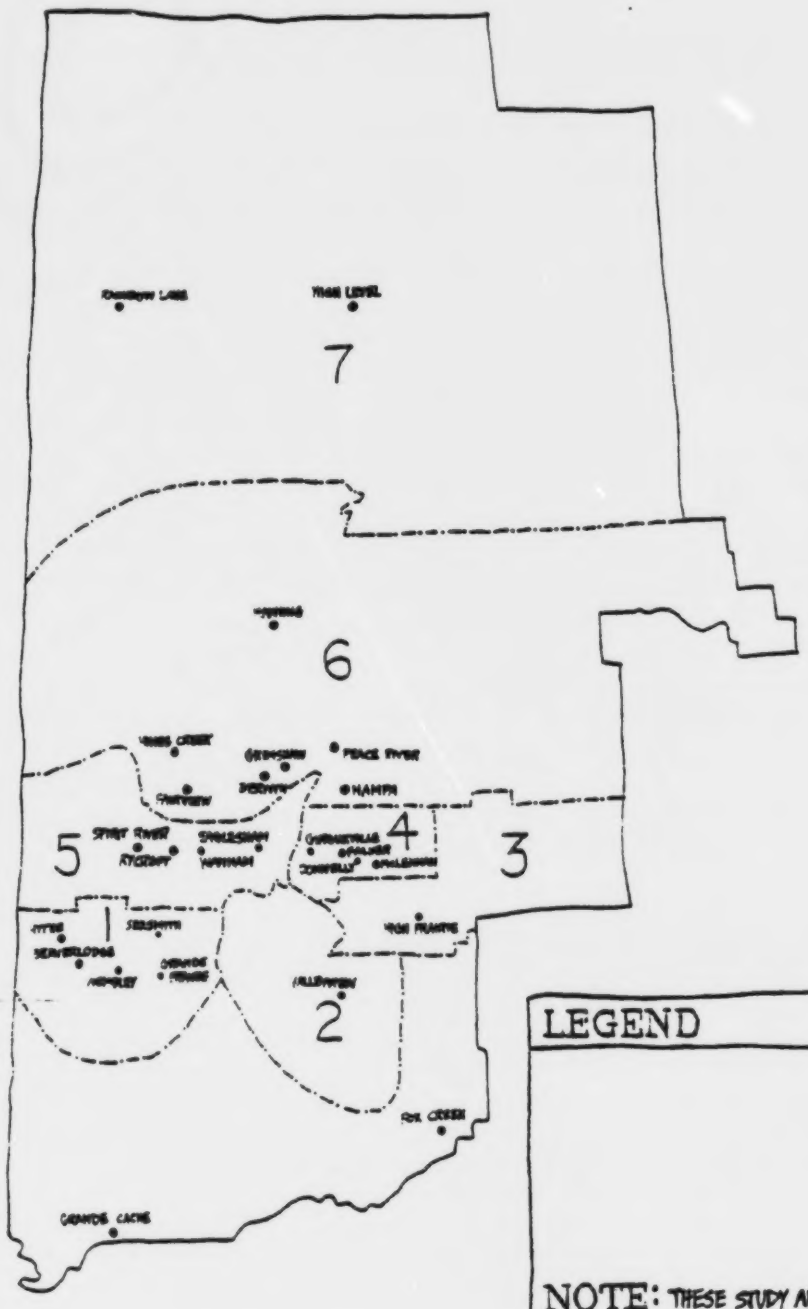
Sector	TERMS 1980-1985 (%)	1986-1990 (%)	1991-1995 (%)	Total (%)
1. Agriculture	(-2.7)	(-5.0)	(-0.85)	(-2.0)
2. Forestry	7.5	16.0	--	4.7
3. Oil/Gas	*30.0	*39.0	*11.26	21.3
4. Oil Sands			42.04	22.5
5. Manufacturing	* 5.3	5.1	1.42	3.1
6. Institutional	* 4.7	3.1	.41	2.2
7. Construction	* 5.3	(-7.7)	--	0.6
8. Other	*13.4	*12.4	* 3.07	7.8
Total Basic	63.5	62.9	57.35	60.2
Associated Non-Basic	36.5	37.1	42.65	39.8
Total All Sectors	100.0	100.0	100.00	100.0

*Greatest share occurs in study area #1.

SOURCE: Analysis of Growth - A Background Study Leading to the Formulation of a Planning Strategy. Peace River Regional Planning Commission, 1982.

- The oil/gas sector will be responsible for over 74% of the potential growth in the basic and non-basic sectors.
- There appears to be limited growth opportunities in the basic sectors other than oil/gas.
- Agriculture will be responsible for a net loss of employment due to farm consolidation and limited expansion potential of the agricultural land base; study area 7 is the exception to this. (See Modified Study Areas Map).

MODIFIED STUDY AREAS	MAP	THREE	2

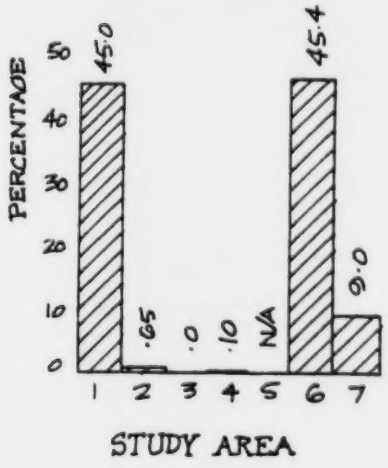


LEGEND

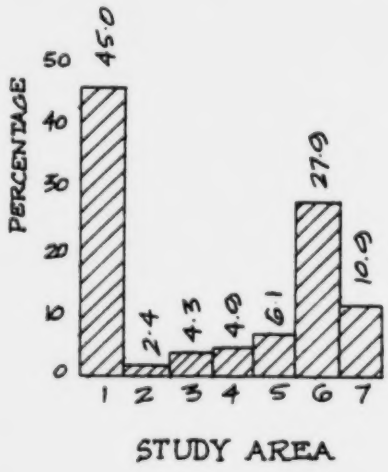
NOTE: THESE STUDY AREAS HAVE BEEN DESIGNED TO ROUGHLY COINCIDE WITH PROBABLE SUB-REGIONS WITHIN THE REGION.

B. Observations Relative to the Distribution of Anticipated Growth

GRAPH A: PERCENTAGE SHARE OF REGIONAL GROWTH BY STUDY AREA



GRAPH B: PERCENTAGE SHARE OF REGIONAL POPULATION BY STUDY AREA TO 1995



- The anticipated population excluding Grande Cache, Fox Creek and parts of I.D. #16, is projected to be 128,900 by 1995. Study area 1 will have 45% of the population, study area 6 will have 27.9% followed by other study areas. Rural areas will generally lose population.
- Study areas 2, 3 and 4 are projected to capture an extremely low share of regional population growth.
- Study area 1 will capture 45% of the total basic and non-basic sector growth opportunities.
- Study area 6 will capture 45.4% of the total basic and non-basic sector growth opportunities.
- Total land requirements to 1995 are calculated to be 10 sections (3,361 acres). Study area 1 will require 60.7% of this followed by study area 6 at 33.5%. (This does not include the new farmland anticipated in Study area 7.)

C. Observations Relative to the Rate of Growth Anticipated

- All municipalities in study area 1 are predicted to experience extremely rapid growth between 1980-1985. This will reduce to moderate-to-rapid growth over the long term.
- With the exception of a few municipalities study areas 2, 3, and 4 are predicted to be declining growth areas although the annual rate of decline may be low.
- With the exception of Rycroft study area 5 may be a slow to moderate growth sub-region.
- Most municipalities in study area 6 may be declining growth areas between 1980-1985. Decline will be very gradual. This trend is reversed after 1985 particularly in Peace River, Grimshaw, Manning, Hines Creek and Nampa.
- Study area 7 will experience some long term rapid growth.

D. Observations Relative to Roles and Functions Anticipated

- The City of Grande Prairie and the Town of Peace River are expected to continue functioning as centres of regional significance. Both communities have diversified local economic bases.
- Many of the smaller communities tend to have resource related service functions as their primary economic base functions - usually agriculture related.
- The importance of the agriculture service centre function and commercial centre functions in smaller communities are anticipated to decline in the future.
- Oil/gas related service functions are anticipated to increase in importance in the future.

In summary, it appears that study areas 1 and 6 will experience a significant amount of growth resulting mostly from developments in the oil/gas sector.

II GROWTH AND DEVELOPMENT ISSUES

The Commission has evaluated the growth studies available to date from which the following issues have been identified. It is anticipated that these issues may change and new issues may be identified as growth studies are updated and new information becomes available.

A. Trends indicate that the majority of future growth opportunities in this Region are concentrated in the oil and gas sector of the regional economy. The Commission is concerned that growth opportunities should be encouraged, as much as possible, in other sectors.

B. Trends indicate that some municipalities and sub-regions may experience rapid growth rates during various periods over the next 15 years. These municipalities and sub-regions should decide whether these growth rates are acceptable and plan to properly manage such growth.

C. Trends indicate that some municipalities and sub-regions may experience relatively slow rates of growth during various periods over the next 15 years. These municipalities and sub-regions should decide whether these growth rates are acceptable and identify initiatives to maintain the economic viability of their communities.

D. Trends indicate that there may be a loss of farm employment and population in certain parts of the Region due to farm consolidation. The creation of farms in other parts of the Region should be encouraged thereby providing new farm employment opportunities.

E. Trends indicate that new farm land may be opened in certain parts of the Region. Growth of the settlement structure in these areas should be directed such that it is sufficient to provide adequate levels of service to the new farm community.

F. The Commission is concerned about the use of land for agriculture and forestry in the Green Zone. As land is cleared reforestration should be considered as an alternative use to agriculture in those areas where creation of new agricultural land may not be desireable or the land may be better suited to forestry.

Section 3: PLANNING STRATEGY FOR GROWTH AND DEVELOPMENT

I GOAL AND OBJECTIVES ADDRESSED BY POLICY

The strategy is intended to respond particularly to the following goal and objectives.

Goal A: The impacts of development in the Peace River Region should be directed toward achieving the greatest possible benefits for the people of the Peace Region, Alberta and Canada.

Objectives: (i) To evaluate and respond to the present and future development of non-renewable and renewable resources.

(ii) To conserve the agricultural land base and to encourage the maintenance and growth of the agricultural industry.

(iii) To encourage a balanced and diversified economic base.

II BASIS

The planning strategy for the Region is formulated on the following basis.

(a) It is aimed at addressing the problems and issues inherent in the regional growth trends as identified to date.

(b) It is aimed at satisfying the regional economic objectives and providing for the identification and achievement of local economic goals and objectives.

(c) It is intended to provide direction and guidelines for growth and development while allowing flexibility and autonomy at the local level.

(d) It recognizes the sub-regional structure as the most effective and rational method of achieving acceptable levels of service delivery and attracting and distributing growth and development opportunities in such a vast and dispersed Region.

(e) It encourages growth within sub-regions to be focused to urban municipalities;

(f) It encourages municipalities to consider the impacts of growth before implementing growth decisions.

(g) It views the role of the Commission as advising the Provincial Government in matters of regional economic development, encouraging growth in accordance with the preferred pattern and providing technical advice and assistance to municipalities.

III APPROACH

The approach taken in this strategy is not to deny growth to any municipality or sub-region which desires and is capable of managing it. However, the Commission will actively encourage and support growth and development in accordance with the preferred pattern as expressed in this strategy and all other policies of this Plan.

IV POLICY INTRODUCTION

Given its role as the framework for local planning and the basis for many of the policies in Part Four, the Planning Strategy must be viewed as the most fundamental of all policies. It represents the concept behind what is to be achieved through policy. It provides the principles and directions which are reflected in detail in the policy chapters. The relationship between the Strategy and the policies should contribute to the achievement of the Planning Strategy. Any trade offs between policies should result in the Strategy being reinforced. The use of discretion should be such that the intent and effect of the Strategy is reflected. Any choices made should reinforce the Strategy.

One may expect the policies to be amended more frequently in response to the need to use different techniques to achieve goals and objectives. Amendments to the Planning Strategy will be in response to the evolution of the Region. As the Region experiences structural change so must the Strategy change. Whereas in the policies change will be more frequent and often "course corrective" in nature, changes in the Strategy will be less frequent and respond to the need for a major change in course.

V POLICY

A. GENERAL POLICY FOR GROWTH AND DEVELOPMENT

Growth According to Policy

A.1 Growth and development should occur in accordance with the policies of this Plan and, in particular, in accordance with the preferred pattern of development.

Right to Grow

A.2 It is the individual right of each municipality to pursue growth and development in accordance with its own goals and objectives. The Commission may assist in these endeavors in a manner consistent with the policies of this Plan.

Harmony with Environment

A.3 The natural environment is of exceptionally high quality and of critical importance to the identity of this Region. Although some change in environmental quality as a result of growth and development may be inevitable, the highest possible quality of environment should be maintained. Therefore, the Commission shall encourage growth and development to be in harmony with the natural environment and directed away from the most sensitive areas.

Impacts

A.4 Municipal councils should consider the fiscal and social impacts of growth and development to their communities. 5.6.0.5

B. PREFERRED PATTERN FOR GROWTH AND DEVELOPMENT

B.1 Type of Growth and Development

Diversification of Regional Economy

B.1.1 The Commission shall promote those types of economic development which contribute to the diversification of the regional economy including:

(i) industries and facilities to process regional resources,

(ii) resource based and non-resource based manufacturing industries,

(iii) further relocation of government services and institutional facilities into the Region, and

(iv) local and sub-regional initiatives which identify and implement new opportunities for economic development.

Expansion of Regional Economy

B.1.2 The Commission shall promote the expansion of all sectors of the regional economy and, in particular:

(i) growth in the agricultural sector including the creation of new farmland as required given changing economic conditions and the establishment of industries which process agricultural products, and

(ii) further extraction of the Region's oil, natural gas and minerals and the harvesting of forest resources including reforestation where appropriate.

Transportation

B.1.3 The Commission supports the improvement of all modes of intra-regional and extra-regional transportation facilities.

B.2 Distribution of Growth and Development

Proposed Sub-regional Structure

B.2.1 The Commission supports the use of a sub-regional structure as the framework for directing growth and development, offering advise to municipalities and establishing boundaries for joint planning. The proposed sub-regional structure is illustrated on Map Three-3 and Table Three-3. This structure shall be in effect until such time as alternative boundaries and designations are ratified by the Commission.

Guidelines

B.2.2 To further the proposed sub-regional structure growth and development shall be directed in accordance with the following guidelines:

Focus

(i) Urban municipalities should continue as the focus for growth and population concentrations. 5.6.0.1

Maintaining Diversity of Municipalities

(ii) The Region contains a variety of urban municipalities all of which may contain generally similar classes of land use although size, scale, emphasis and range of uses, land use patterns and functions may be different. These differences are important since they are the basis for community identity and contribute to the diversity of urban centres in the Region. Growth and development should be of a type which maintains these differences. 5.6.1.1

Urban Centres

(iii) There can be 3 types of urban centres within the sub-regions including sub-regional centres, larger service centres and smaller service centres. The selection of larger and smaller centres should be relative to the size of the centres in the particular sub-region.

Uses

(iv) All centres should have a minimum range of basic services and facilities. Higher order uses should be located in larger service centres or sub-regional centres. Sub-regional centres should be the focus of growth within the sub-region.

Regional Centres

(v) The City of Grande Prairie and the Town of Peace River should plan for uses of regional significance. These municipalities have the greatest population concentrations, the greatest variety of land uses and are of a scale and intensity to properly accommodate and service uses of regional significance. As other municipalities acquire these characteristics they too should be encouraged to plan for regional uses.

New Settlements

(vi) Existing centres should expand rather than new centres being created. There may be some exceptional circumstances where this principle is unsuitable, in which case the Commission shall respond in accordance with the new settlement policies of this Plan. 5.6.4

Industrial Commercial

(vii) Industrial uses should be located within industrial parks and commercial uses within the central business districts and neighbourhood commercial centres of urban municipalities. 6.0.0

C.B.D.

(viii) Urban municipalities are encouraged to maintain their C.B.D. in the best possible condition. 5.6.0.6

Criteria For Urban Growth

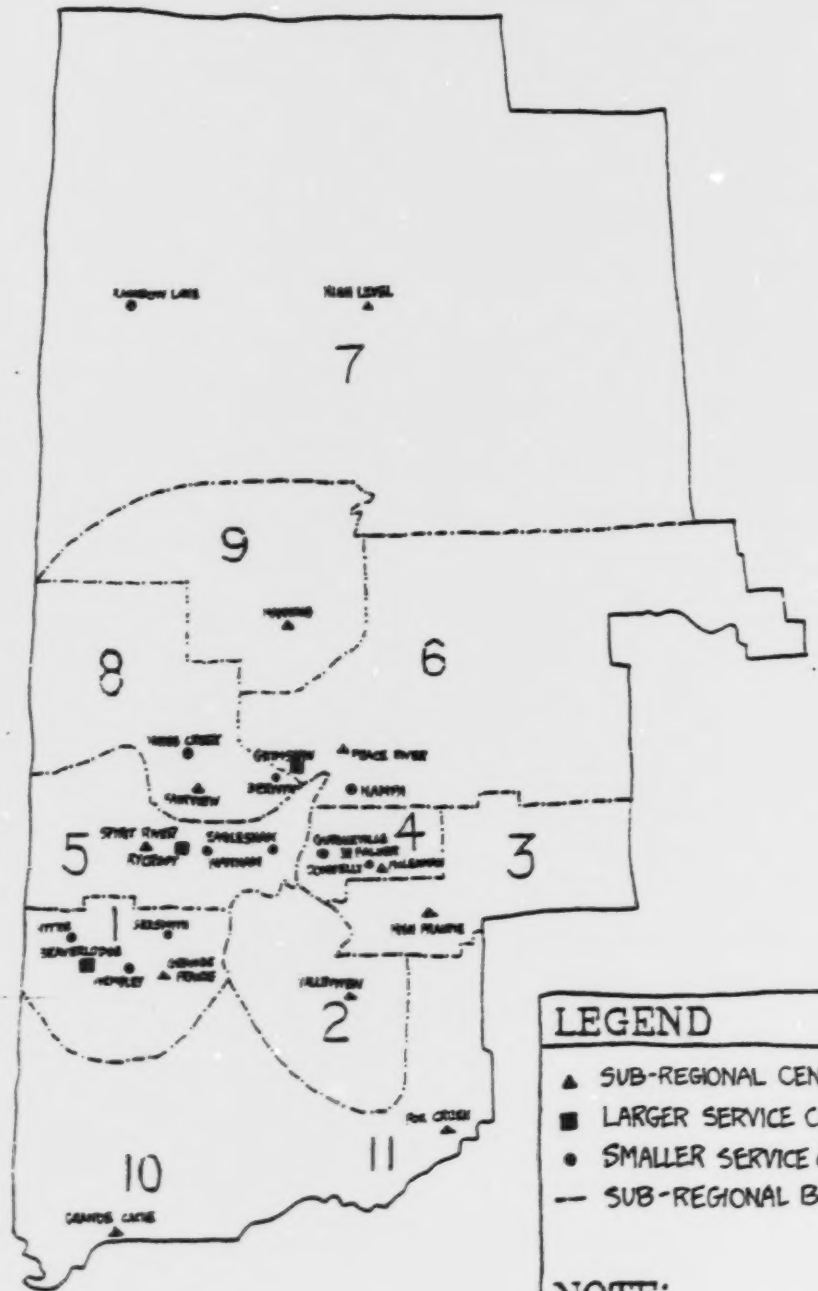
(ix) Urban growth into rural areas should be provided for in accordance with annexation criteria and other applicable policies of this Plan, in accordance with approved local planning documents and joint planning documents and land use orders/bylaws, endorsed by the Commission, such that it is directed away from and/or minimizes the impact upon good and productive agricultural land and such that the needs of both the urban and rural areas are considered.

Hamlets

(x) Hamlets function as rural service centres. Although hamlets are not viewed as major growth centres, those uses providing very basic levels of convenience services to the rural area and agriculture related industrial uses should be provided for in accordance with this Plan. 4.6.6

Industrial Country Residential	(xi) Industrial and country residential uses are appropriate in rural areas provided they are developed in accordance with the applicable policies of this Plan.	6.6.2.4.2
Rural Areas	(xii) Agriculture and related activities are viewed as being the predominant current and future functions and land uses for the rural area. Various forms of resource related activity may be considered appropriate provided their impact on the agricultural land use and the environment is minimal and the land is better suited to non-agricultural purposes.	6.6.2.4.2
Frontier Area	(xiii) The Provincial Green Zone is viewed as being the container for a significant amount of the Region's renewable and non-renewable resource base. Resource extraction and related activities, recreation, agriculture expansion and activities related to the protection of the environment are activities to be encouraged now and in the future.	6.6.2.5

PROPOSED
SUB-REGIONAL STRUCTURE | MAP | THREE | 3



LEGEND

- ▲ SUB-REGIONAL CENTRE
- ■ LARGER SERVICE CENTRE
- • SMALLER SERVICE CENTRE
- — SUB-REGIONAL BOUNDARIES

NOTE:

Table Three-3: PROPOSED SUB-REGIONAL STRUCTURE

SUB-REGION	MEMBER MUNICIPALITIES	RECOMMENDED CLASSIFICATIONS
1. Grande Prairie Sub-Region	Grande Prairie	sub-regional centre
	Beaverlodge	larger service centre
	Sexsmith	smaller service centre
	Wembley	smaller service centre
	Hythe	smaller service centre
	County	rural municipality
2. Valleyview Sub-Region	Valleyview	sub-regional centre
	Part of I.D. #16	rural municipality
3. High Prairie Sub-Region	High Prairie	sub-regional centre
	Part of I.D. #17(C)	rural municipality
4. East Peace Sub-Region	McLennan	sub-regional centre
	Falher	larger service centre
	Donnelly	smaller service centre
	Girouxville	smaller service centre
	Part of I.D. #17	rural municipality
	Part of M.D. #130	rural municipality
5. West Peace Sub-Region	Spirit River	sub-regional centre
	Rycroft	larger service centre
	Wanham	smaller service centre
	Eaglesham	smaller service centre
	I.D. #19	rural municipality
	I.D. #20	rural municipality
	M.D. #133	rural municipality
6. North Peace Sub-Region	Peace River	sub-regional centre
	Grimshaw	larger service centre
	Nampa	smaller service centre
	Part of I.D. #17(N)	rural municipality
	Part of I.D. #22	rural municipality
	Part of M.D. #135	rural municipality
7. Lower Peace Sub-Region	High Level	sub-regional centre
	Rainbow Lake	smaller service centre
	Ft. Vermilion/LaCrete	smaller service centres (not incorporated)
	Part of I.D. #17	rural municipality
	Part of I.D. #23	rural municipality
8. Fairview Sub-Region	Fairview	sub-regional centre
	Hines Creek	smaller service centre
	Berwyn	smaller service centre
	I.D. #21	rural municipality
	Part of M.D. #135	rural municipality
	Part of M.D. #136	rural municipality
9. Manning Sub-Region	Manning	sub-regional centre
	Part of I.D. #22	rural municipality
	Part of I.D. #23	rural municipality
10. Independent	Grande Cache	growth centre
	Part of I.D. #16	rural municipality
11. Independent	Fox Creek	growth centre
	Part of I.D. #16	rural municipality

NOTE: The yellow zone includes hamlets and a dispersed rural community. The term growth centre implies the same functions and growth directions as sub-regional centre. Grande Cache and Fox Creek are considered to be resource service centres within the frontier zone which are different than sub-regional centres in that there is no associated hierarchy of centres. Regional centres include Grande Prairie and Peace River. As stipulated in policy B.2.1, this table is preliminary and tentative until the Commission, subsequent to the input and participation of member municipalities, develops an alternative sub-regional structure or ratifies this one. This same comment applies to the sub-regional map.

B.3 Rate and Level of Growth and Development

B.3.1 The selection of desireable rates and levels of growth is ultimately the decision of the individual municipality. The Commission may assist municipalities by offering appropriate assistance and providing guidelines for consideration in accordance with the concepts and policy of this Plan.

Local Responsibility

B.3.2 There may be a variety of rates and levels appropriate for various sub-regions within the Region depending on the ability of municipalities to deal with the demands of growth and the adaptability of the communities to change. Appropriate rates and levels of growth may change over time as communities and conditions change. Growth of any type and any rate has associated advantages and disadvantages. Municipalities should evaluate the advantages and disadvantages before making growth and development decisions.

Changing Rates and Levels

POLICY C.1.4

B.3.3 Both rapid and slow growth areas may be beneficial to the Region provided growth and its associated problems are managed properly. Municipalities are encouraged to manage problems associated with their rate of growth.

Variety of Rates

B.3.4 There are characteristics of slow growth areas which are of regional significance and contribute to the development of the region in a positive fashion. Slow growth areas offer an alternative to the pace, identity, nature and amenities of rapid growth areas. The lower levels and rates of growth associated with slow growth are critical in defining and maintaining these differences in pace, identity, nature and amenities. As such, municipal governments in slow growth areas should recognize that they contribute to the diversity of the Region and that lower levels of growth and certain types of growth may be in keeping with the alternative lifestyle offered by their municipalities.

Benefits of Slow Growth Rates

B.3.5 Slow growth municipalities should maintain their existing infrastructure, buildings and central business districts and undertake any other measures which will maintain and promote the viability of these areas in providing alternate community lifestyles. They will be encouraged to pursue those types of growth opportunities which are in keeping with the pace, nature and identity of the areas. The Commission shall recommend to senior governments that funding programs be designed and implemented to assist slow growth municipalities in maintaining and improving community infrastructure.

Maintenance in Slow Growth Areas

B.4 Role and Function for Urban Municipalities

B.4.1 The Commission has identified, for each urban municipality, the existing and probable economic base functions which may be significant over the next 15 years. This information is intended to generally indicate the importance of various functions to a municipality relative to other municipalities in the sub-region and the Region. Municipalities should assess this matrix and use it as a guideline in developing directions for growth and development in their local plans.

Matrix

APPENDIX

C. Implementation

C.1 The Commission shall actively encourage the creation and acceptance of a sub-regional structure by all municipalities as the framework for joint planning and the allocation of growth and development. Further to this, the Commission shall create an Ad Hoc Committee for Growth and Development composed of an equal number of Commission Members from urban and rural municipalities.

Ad Hoc Committee

C.2 The purpose of the Ad Hoc Committee for Growth and Development shall be to perform the following tasks.

Tasks

(i) To determine and ratify the sub-regional boundaries.
(ii) To select and designate a sub-regional centre and rank the remaining municipalities according to function within each sub-region.
(iii) To identify sub-regional goals and objectives for growth and development.
(iv) To identify initiatives and opportunities for growth and development for each sub-region.
(v) To determine if sub-regions can be used as the areas for preparing joint general municipal plans.
(vi) To examine the feasibility of the Commission undertaking a mediating role in intermunicipal disputes related to the implementation of the planning strategy for growth and development.

Any recommendations or directions arising from this Committee shall be subject to the approval of the Commission. The Committee will be disbanded upon completion of its tasks to the satisfaction of the Commission.

C.3 The Ad Hoc Committee for Growth and Development shall appoint one committee per sub-region to assist in the execution of the task specified in Policy C.2. (Members of the sub-regional committees may be councillors and/or private citizens to be appointed on the advice of municipal councils.)

Sub-Regional Committees

C.4 The Commission shall prepare and publish a document, for consideration of municipalities, which will include the following:

Evaluation Document

(i) A discussion of the advantages and disadvantages of growth.
(ii) Guidelines for evaluating the impact of growth to a community or area.
(iii) Guidelines for determining acceptable rates, forms and levels of growth.
(iv) Information with respect to future population levels for each municipality based on its functions relative to the sub-region and Region.
(v) An outline of growth opportunities available to municipalities and sub-regions based on growth studies identified to date.
(vi) An indication of probable land requirements based on anticipated growth opportunities.

C.5 The Commission shall promote the development of a two-tiered economic development program with one tier being at the regional level and the other tier being at the sub-regional level. The program developed at each tier should be consistent to the extent that they include mutually agreeable targets and directions for growth and development.

Two-Tiered Program

C.6 The regional tier economic development program shall stress the initiatives which the Commission may take in promoting growth and development in the Region consistent with the policies of this Plan.

Regional Tier

C.7 The sub-regional tier economic development programs should stress the initiatives which the municipal governments may take in promoting growth and development within their respective sub-regions consistent with the policies of this Plan.

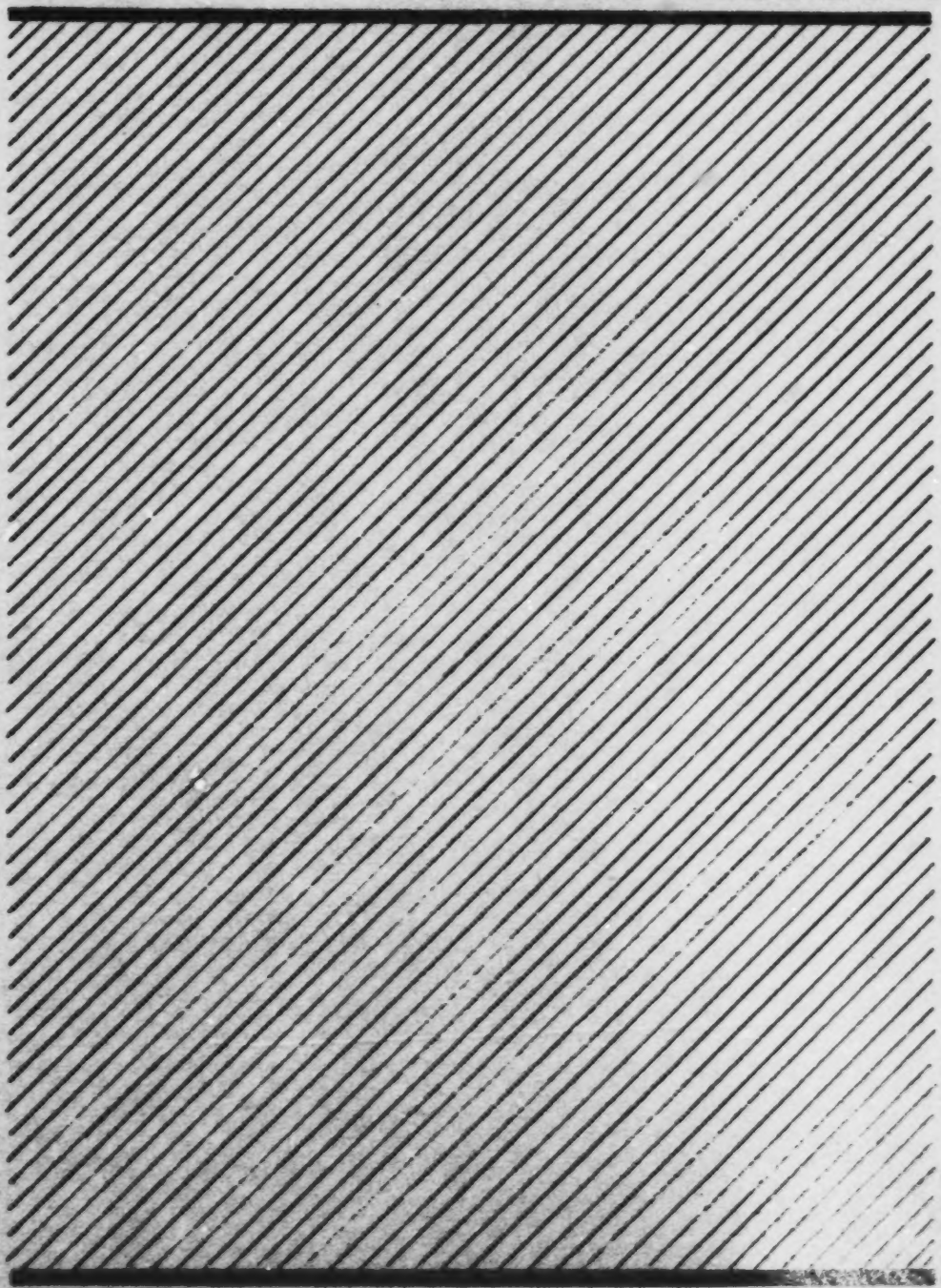
Sub-Regional Tier

C.8 The Commission shall recommend to senior governments that, funding programs and incentives, intended to stimulate economic development be designed such that these contribute to the achievement of the Goals and Objectives and are responsive to the Problems and Issues in the Region and the policies of this Plan.

Government Programs

POLICY FOR THE PEACE RIVER REGION

Part 4;



PART FOUR: POLICY INTRODUCTION

0.1 GENERAL

Part Four contains the eleven chapters of the Plan arranged by policy topic area. This introduction is designed to assist the reader in understanding the terminology and format used in the Policy Chapters and the information being conveyed.

0.2 POLICY FORMAT

0.2.1 The policy statements in each Chapter are preceded by an introductory Background Statement, frequently including a listing of some of the issues the policies are intended to address along with an indication of the basic assumptions inherent in the policies. The objective(s) to be achieved are noted and the approach which the policies take is summarized. The basis for the policy technique is briefly described and finally specific monitoring activities are set out. Each policy is then stated under sub-topic headings.

0.2.2 All policies are numbered consecutively by Chapter and sub-topic. Readers are urged to refer to policy numbers when requesting information or commenting.

0.2.3 Key words are provided in the left hand margin to assist the reader in easy identification of subject matter.

0.2.4 Cross-references are provided in the right hand margin indicating related policies in the Plan by number, relevant Sections in the Planning Act, 1977 (prefixed by "ACT") and Subdivision Regulation (prefixed by "REG") by number and pertinent extracts from the Preliminary Regional Plan (PATTERNS) by policy number and page.

0.2.5 All terms defined in the Interpretation clause of this Part (0.3.5) are capitalized when found in the text of policy of this Plan.

0.2.6 Boxes for "Notes" are outlined to encourage the reader to make personal notes for further reference.

0.3 INTERPRETATION

0.3.1 Terms used in this Plan shall be as defined in the Planning Act, 1977, if applicable, unless otherwise specifically provided for in this Plan.

0.3.2 Terms not defined in this Plan or in the Act are to be interpreted according to common usage in the Region, and, in the case of dispute, their meaning will be determined by the Commission.

0.3.3 References such as Energy and Natural Resources or Alberta Energy and Natural Resources are to the Department of the Government of Alberta so named or commonly refered to.

0.3.4 The graphics used in this Plan are for illustrative purposes only. When specific boundary definitions are required, the reader should refer to the applicable local planning documents or Land Use Bylaw prepared in accordance with this Plan.

0.3.5 The following words and phrases have been given specific meanings in this Plan to contribute to the understanding of all readers and consistant application of the policies contained herein.

INTERPRETATIONS

In this Plan:

0.3.5.1 Act refers to The Planning Act (S.A. 1977, Ch. 89) as amended.

0.3.5.2 Agricultural Industry means an industrial use related to agriculture involving the initial processing or storage of farm products which, due to odour, noise or inflammable material, requires large tracts of land for environmental protection; some examples are: a grain elevator, seed cleaning plant, pelletizing plant, bulk storage tank or area, or livestock holding station.

0.3.5.3 Airport means an area of land or water, including frozen surfaces, or other supporting surfaces used in whole or in part for the arrival and departure or servicing of aircraft.

0.3.5.4 (Licensed) Airport means an Airport for which an Airport license has been issued by the Federal Department of Transport.

0.3.5.5 Airport Vicinity Protection Area (AVPA) means any area designated as such by the Lieutenant Governor in Council as described in Section 14.2.1 of the Act. An AVPA adopted by an Order in Council overrides all other planning legislation.

0.3.5.6 Annexation means the expansion of existing corporate boundaries, usually by a decision of the Local Authorities Board.

0.3.5.7 Approving Authority means:

(a) in the case of an application for subdivision approval

(i) the Commission,

(ii) where a municipal council is authorized by the Minister to act as a subdivision approving authority, the council,

(b) in the case of an application for a development permit, the development officer(s) pursuant to the land use bylaw in the municipality in which the development, the subject of the application, is located.

0.3.5.8 Area Structure Plan is a local land use control document which provides a framework for subdivision and development as described in Section 62 of The Act.

0.3.5.9 C.L.I. Capability means the natural capacity of the land to support a given activity or use as determined by the Canada Land Inventory land classification system.

0.3.5.10 Commission (PRRPC) means the Peace River Regional Planning Commission.

0.3.5.11 Community Oriented Uses refers to facilities such as community centres, public and private halls and recreation complexes.

0.3.5.12 Conservation means planning and managing a natural resource or an environmental feature to safeguard its full and future potential for the benefit of man and for the benefit of the resource or environmental feature being conserved.

0.3.5.13 Contiguous Quarter Section means a quarter section which abuts another quarter section on, at least, one side.

0.3.5.14 Country Residential Designation means an area designated by a municipality in a Land Use Bylaw for multi-parcel country residential subdivision and may include more than one Land Use Bylaw district.

0.3.5.15 Currently Developed Area refers to land within an Urban Municipality which has been approved for subdivision, or which can potentially be approved and has an application pending.

0.3.5.16 Endorsed or Endorsed by the Commission means the Commission is satisfied that a statutory plan or Land Use Bylaw conforms to the Regional Plan. It is not intended to mean that the Commission has the responsibility of approving a statutory plan or Land Use Bylaw.

0.3.5.17 Energy Transmission Corridor refers to two or more pipelines or powerlines located in a common or adjacent rights-of-way.

0.3.5.18 Energy Transmission Route refers to one pipeline or powerline located in a linear right-of-way.

0.3.5.19 Environmental Reserve is undevelopable land reserved in its natural state by the Subdivision Approving Authority as described in Section 1 (9) of the Act.

0.3.5.20 Environmentally Sensitive Area (ESA) means an area that, because of its sensitivity and its importance within the Region, requires protection from development that would alter its physical structure or degrade its ecological functioning.

0.3.5.21 Expansion means the development and use of undeveloped land within the corporate boundaries of an Urban Municipality.

0.3.5.22 Extensive Agricultural Operations means activities used to gain a livelihood from large areas of land by the production of crops and livestock either separately or combined. Included are all related buildings and structures on the land. Typical activities are large scale production of cereal crops, dairy and beef cattle grazing.

0.3.5.23 Farmland Assessment Rating refers to a method, applied by the Department of Municipal Affairs, for assessing the relative value of farmlands as compared to a theoretically perfect soil. Perfect soils are rated as 100% which represents the chance that soil would produce a perfect crop. The Rating takes into consideration the following factors: soil group, sub-surface parent material, soil texture, topography, stoniness, tree cover and various other factors.

0.3.5.24 Farm Occupation means a small scale industrial operation which is both subordinate and complementary to the predominantly agricultural use on the parcel of land and dependant upon on-site labour.

0.3.5.25 General Municipal Plan is a comprehensive planning document for a municipality as described in Section I(II) of the Act.

0.3.5.26 Hamlet refers to a small unincorporated settlement providing basic services to its surrounding rural area and designated accordingly by the Rural Municipaltiy within which it is located, in accordance with this Plan.

0.3.5.27 Hamlet Centre refers to a small unincorporated settlement classified as a Hamlet Centre in a General Municipal Plan or Land Use Bylaw.

0.3.5.28 Hazard Lands refer to areas that, due to naturally occurring or man induced conditions or processes, presents potential dangers of loss of life, property damage or other economic loss, or social disruption.

0.3.5.29 Hazardous, Noxious or Toxic Industrial Use refers to an industrial use which due to noxious or toxic emissions, noise or safety hazards requires extensive tracts of land or a rural location.

0.3.5.30 Highway, Primary Secondary Highways are Provincially designated roads as described in Section I(12) of the Act.

i) Bypass Highway (thoroughfare) means a controlled access Highway passing through, or bypassing, an urban centre.

ii) Controlled Highway means a Highway designated controlled by Alberta Transportation.

0.3.5.31 Highway Commercial refers to commercial development in the vicinity of a highway situated in a rural municipality as described in Section 9(1)(C) of the Subdivision Regulations.

0.3.5.32 Home Occupation refers to any subordinate activity carried out by a resident within a dwelling unit for gain.

0.3.5.33 Industrial Park means an industrial subdivision containing parcels for industrial use grouped around an internal road system.

0.3.5.34 Innovative Residential Development Area is a special district for innovative housing as described in Section 143 of the Act.

0.3.5.35 Intensive Agricultural Operations means activities used to gain a livelihood from proportionately small land areas by the concentrated raising of crops or the concentrated rearing or keeping of livestock, poultry or their products for market. Included are all related buildings or structures on the small land area. Typical activities are feedlot operations, greenhouses and nurseries, poultry farms, kennels, and market garden operations.

0.3.5.36 Isolated Country Residential Subdivision refers to the following types of subdivision:

i) Farmstead consisting of a habitable residential dwelling and associated buildings and/or access, servicing and utility facilities such as dugouts, and shelterbelts for an original farmstead.

ii) Cut-off Parcel consisting of land separated from the major area of a quarter section by a permanent irrigation canal, a permanent watercourse, a railway, a graded public roadway or Highway, an embankment, or other physical feature that severely constrains or precludes the movement of farm equipment and the use of said land for extensive agricultural purposes.

iii) Single Parcel consisting of a parcel of land subdivided out of a quarter section for residential purposes that is neither a farmstead nor a cut-off parcel.

0.3.5.37 Joint General Municipal Plan is a comprehensive planning document for an area containing parts of two or more municipalities as described in Section I(II) of the Act.

0.3.5.38 Lakes refers to permanent waterbodies over 40 acres in size and smaller waterbodies identified by the Commission as requiring control under the Lake Policy, Chapter 2.

0.3.5.39 Lakeshore Corridor refers to a lake and the land extending 0.93 miles (1.5 kilometers) back from the Lake shoreline.

0.3.5.40 Land Use Bylaw is a land use control document approved by a Council as described in Section 1(14) of the Act. When used in this Plan, Land Use Bylaw also refers to a Land Use Order as described in Section 66 of the Act and in Section 18(1) of The Improvement Districts Act (RSA 1970, Ch. 180).

0.3.5.41 Level of Growth means the magnitude or amount of growth occurring over time.

0.3.5.42 Lower Order Commercial/Service Uses means small scale uses providing basic consumer needs including service stations, variety stores, general stores, post office depots and small restaurants.

0.3.5.43 Marginal Agricultural refers to land with marginal capability for agriculture as described in Chapter 4 of this Plan.

0.3.5.44 Modified Landfill means an unsupervised solid waste disposal site in which waste is covered on an intermittent basis.

0.3.5.45 Multi-Parcel Country Residential Subdivision means a country residential subdivision consisting of four (4) or more lots, often grouped around an internal road, which does not meet the definition or established criteria for an Isolated Country Residential Subdivision.

0.3.5.46 Municipal Reserve is land reserved for municipal purpose by the Subdivision Approving Authority as described in Section 1(2) of the Act.

0.3.5.47 Municipal and School Reserve is land reserved for both municipal and school purpose by the Subdivision Approving Authority as described in Section 1(22) of the Act.

0.3.5.48 Natural Resource Extraction Industry means an industry removing natural resources found on top or below the ground such as timber, sand and gravel, coal, oil and gas and may include processing or refining activities intended to upgrade the resource.

0.3.5.49 New Settlement Policy refers to newly created settlements but does not apply to municipalities with New Town Status as conferred by the Minister of Municipal Affairs.

0.3.5.50 Noise Exposure Forecast refers to designated noise contours, measured in decibels, for the immediate area surrounding Airports.

0.3.5.51 Non-Conforming Use is a lawful use that does not comply with a Land Use Bylaw as described in Section 1(25) of the Act.

0.3.5.52 Non-Farm Parcel Density means the number of parcels permitted for subdivision out of a quarter section for non-farm purposes.

0.3.5.53 Open Storage and Servicing Industry refers to industries engaged in outdoor storage servicing or repair of machinery, equipment or other products.

0.3.5.54 Parcel to be Subdivided means the lots to be created through subdivision minus the remnant parcel.

0.3.5.55 Pattern for Growth and Development refers to the type, distribution, rate and level of growth and development and to the roles and functions appropriate to municipalities relative to growth and development.

0.3.5.56 Patterns for the Future is the Peace River Regional Planning Commission preliminary Regional Plan, 1976.

0.3.5.57 Performance Standards refers to a set of criteria or limits relating to nuisance elements which a particular use or process may not exceed.

0.3.5.58 Plan, Regional Plan both refer to a comprehensive land use planning document as described in Section 1(33) of the Act to which General Municipal Plans, Area Structure Plans and Land Use Bylaws must conform.

0.3.5.59 Prime Agricultural Land refers to:

i) non-cultivated lands with Classes 2 or 3 C.L.I. 50% Capability for Agriculture and,

ii) cultivated lands with a 40% or greater soil productivity rating based on the Rural Farmland Assessment.

Both the C.L.I. and R.F.A. systems may be supplemented with a site inspection or else with comments from the local Agricultural Development Committee (A.D.C.) to help determine if land is prime or not.

0.3.5.60 Primary Manufacturing Industry refers to large scale resource based industry engaged either in processing and refining of raw materials or in manufacturing a product which uses raw materials or processed raw materials.

0.3.5.61 Public Use means a parcel of land, or improvements to it, used for public purpose and owned by:

i) a municipality
ii) a local board or agency of a municipality
iii) a Provincial or Federal government department, commission or agency
iv) a railway company authorized under The Railway Act (RSA 1955, Ch. 276), or
v) a Public Utility.

0.3.5.62 Public Utility means any government utility providing a service or commodity to the public which earns revenue within a municipality (as described in Section 1(31) of the Act) and includes the following:

i) telephone system
ii) waterworks system
iii) bus lines or other transportation system
iv) irrigation system
v) systems for the distribution of gas, whether natural or artificial
vi) electric generating plants, artifical light or electric power system
vii) heating system, and
viii) sewage system.

0.3.5.63 Regional Planning Commission, Commission or P.R.R.P.C. all refer to the Peace River Regional Planning Commission, a land-use planning organization as described in Section 1(34) of The Act.

0.3.5.64 Regional Services means health, education, fire and police services.

0.3.5.65 Regional Utility means a joint public utility system servicing two or more municipalities.

0.3.5.66 River Corridor refers to a river and the area of land on both sides of the river which form an internal ecosystem of natural balances characterized by active geophysical and hydrologic processes and varied, often unique, biological production.

0.3.5.67 Roads are divided into the following types:

i) Arterial Roads connect major traffic generating areas, such as a commercial district, to residential districts. Access is usually controlled.

ii) Collector Roads collect traffic and link local and arterial roads.

iii) Local Roads provide access to individual parcels of land and serve local traffic while discouraging through traffic.

iv) Rural Roads are those subject to the direction, control and management of a rural municipality or, are roads, other than a primary highway in an improvement district, subject to the direction, control and management of the Minister of Transportation.

v) Service Roads are those paralleling a primary highway or arterial road designed to provide access to adjacent land uses and minimize conflicts in access to the primary highway or arterial road.

0.3.5.68 Rural Municipality means all Improvement Districts, Municipal Districts and Counties in the Region.

0.3.5.69 Rural Residential Uses mean country residential developments including farmsteads which are serviced by sewage and water facilities typical of rural areas.

0.3.5.70 Rural Zone includes lands in the Provincial Yellow zone which are not included in other zones as defined in Chapter 6 of this Plan.

0.3.5.71 Sanitary Landfill refers to a solid waste disposal site in which waste is dumped in a trench, compacted and covered with earth at the following intervals:

i) once a day, if the site serves in excess of 20,000 people, or

ii) three times a week, if the site serves less than 20,000 people.

0.3.5.72 School Reserve means the land owned by a School Board used for purposes as described in Section 107 of the Act.

0.3.5.73 Solid Waste Disposal refers to both a municipal sanitary landfill site a modified landfill site used to dispose of wastes, except sewage, and a collection service.

0.3.5.74 Steep Slope refers to a ground surface whose grade is filled at an angle which, compared to the horizontal, is considered steep (>15% slope).

0.3.5.75 Subdivision Regulations are rules regarding the control of subdivisions of land as described in Section 1(44) of the Act.

0.3.5.76 Suitability refers to the ability of land to support a given activity in light of its natural capability and in light of other factors such as current use, location and socio-economic factors.

0.3.5.77 Transportation Corridor refers to a linear right-of-way containing a combination of two or more of the following: roads, railways, pipelines and powerlines.

0.3.5.78 Undeveloped Areas mean those lands within an Urban Municipality which have no approved or proposed plans of subdivision.

0.3.5.79 Unstable Ground refers to lands, which due to decomposition or constant change, are potentially a hazard to life or property. Some examples are permafrost areas, organic soils, unstable mine or quarry works, unstable karst topography and abandoned landfill sites.

0.3.5.80 Urban Developed Zone means those lands within an Urban Municipality which are developed or are currently being developed.

0.3.5.81 Urban Municipality refers to existing and future cities, towns, new towns and villages. Urban Municipalities do not include hamlets.

0.3.5.82 Urban/Rural Fringe includes those lands five (5) miles beyond the corporate boundaries of a city and two (2) miles beyond the boundaries of towns and villages.

0.3.5.83 Urban Undeveloped Zone includes those lands within an Urban Municipality which are undeveloped.

0.4 COMPLIANCE

0.4.1 Several operative verbs are used repeatedly within the policy statements of this Plan and have been given specific meanings.

0.4.1.1 Shall, when used in this Plan, connotes mandatory compliance.

0.4.1.2 Should, when used in this Plan, connotes compliance in principle but is subject to the discretion of the Approving Authority where compliance is impracticable or undesireable because of valid planning principles or circumstances peculiar to a specific application.

0.4.1.3 May, when used in this Plan, connotes discretionary compliance or a choice which can be applied to a set of alternatives without an amendment to this Plan.

0.4.2 Other terms such as "encourages", "supports" and "recommends" are used to indicate principles or actions which the Commission believes will contribute to the overall achievement of the Goals of the Plan.

0.4.3 Compliance with any policy in this PLAN in no way provides exemption from compliance with any other applicable policy in this Plan or from compliance with the Act or Regulations unless specifically provided for.

0.4.4 Any use or activity not provided for in this Plan is deemed to be prohibited; and if such use or activity is deemed desireable a local authority should apply to amend the Plan.

0.5 TRANSITION

0.5.0 The following transitional clauses are included to assist the reader in understanding how the ratified Regional Plan will come into effect.

0.5.0.1 An application for subdivision or development approval or an appeal from either received prior to this Plan taking effect shall be considered in accordance with the legislation in effect at the time of the application.

0.5.0.2 A subdivision or development approval prior to this Plan taking effect shall be considered to be non-conforming if it does not conform to the provisions of this Plan.

0.5.0.3 The adopted version of this Plan will take effect upon the ratification of the Minister of Municipal Affairs, or such date as he may specify.

Chapter 1: RESOURCE DEVELOPMENT

1.0.0 This policy summary is designed to provide an overview of potential regional policy concerning resource development within the Peace River Region. It is an interim policy summary only and is intended to be replaced by a more comprehensive policy package by late 1981.

1.1.0 BACKGROUND STATEMENT

The Peace River Region is essentially a resource based Region which has grown in response to resource development. Natural resources and the processes involved in collecting or extracting them are the mainstay of the economic base. The resources of the Region are impressive and include: crude oil, natural gas and oil sands, forest resources, coal, iron ore and silica sands, and an abundant natural water supply. In addition, climate and soils combine to make agriculture a significant renewable resource industry. The resources are, for the most part, processed and utilized outside of the Peace Region, but many of the adverse impacts and associated land use planning implications occur inside in exploration, extraction and primary processing stages. Resource development will shape the future of the Region both in terms of land use patterns and economics. The Commission is concerned that the development of resources contributes positively to the quality of life with minimal negative effects upon the Region and its residents.

NOTE: Refer to Chapter 4 for agricultural development policy.

1.1.1 RESOURCE DEVELOPMENT ISSUES IN THE PEACE RIVER REGION

The following resource development related issues are significant within the Region:

1.1.1.1 planning to minimize the impact of resource development on the residents and communities of the Region;

1.1.1.2 the need for coordination, cooperation and consultation among local, Regional, Provincial and Federal agencies and private companies involved in resource development;

1.1.1.3 the danger of having a majority of future growth and development linked to a single sector of the economy - the petroleum sector;

1.1.1.4 an economic base dependent almost entirely on resource extraction and development with few manufacturing industries;

1.1.1.5 the impact of resource related mega projects on development and growth in nearby communities, with particular regard for future land uses, facilities and services;

1.1.1.6 existing and potential conflicts between agricultural activities and resource development;

1.1.1.7 the possibility of new settlements as a result of resource development;

1.1.1.8 the effect of resource development on the environment;

1.1.1.9 the effect of transporting resources, upon human settlement;

1.1.1.10 the need for reclamation, rehabilitation and/or reforestation after resources have been extracted or utilized; and

1.1.1.11 long term, priority planning for resource development and the role of the private sector and various levels of government.

1.2.0 GOALS/OBJECTIVES TO BE ADDRESSED BY POLICY

Policy will primarily address the following objectives related to Goals A and C:

- To evaluate and respond to the present and future development of non-renewable and renewable resources.
- To conserve the agricultural land base and to encourage maintenance and growth of the agriculture industry.
- To encourage a balanced and diversified economic base.
- To ensure that valued natural resources are exploited with the minimal impact upon the environment.

1.3.0 POSSIBLE POLICY DIRECTIONS

Policy will suggest means which may contribute to maximizing the benefits received by the residents of the Region from the development of its resources. Policy may support the conservation of resources in addition to promoting compatibility between resource development and other land uses.

More specifically, policy direction may reflect such topics as: land use planning in relation to mega-project development; diversification of the economic base from primary, non-renewable sectors; reclamation of resource extraction areas; and the promotion of cooperation and coordination among various interests.

1.4.0 TECHNICAL JUSTIFICATION

The type of policy used in this Chapter relates to the jurisdictional responsibility for development of the resources of the Region. Since many aspects of resource development are the responsibility of the Provincial Government, Commission policy will be primarily suggestive. The Commission recognizes the crucial role resource development will play in future growth and associated land use planning and accordingly stresses cooperative planning.

Research to date indicates a variety of land use planning issues and conflicts associated with various industrial sectors requiring an industry by industry approach. Also identified is a growing dependency on the oil and natural gas industry which suggests the overall economic development policy in the Plan should promote diversification. The potential massive impact of mega scale projects on all aspects of regional development necessitates a response orientated planning approach.

1.5.0 MONITORING STATEMENT

The Commission could undertake the following monitoring activities to establish policy validity and effectiveness.

1.5.0.1 monitor events, anticipated future developments and issues relating to resource development, particularly mega-projects, and the implications for land use planning;

1.5.0.2 update resource-related background studies; and

1.5.0.3 monitor Provincial and Federal government policy and programs relative to resource development within the Region.

POSSIBLE POLICY TOPICS

The following is a description of possible topics that could be addressed by Regional Plan Policy.

1.6.0 GENERAL

Cooperation/ Coordination	1.6.0.1	Policy may promote intergovernmental cooperation and coordination among local, Regional, Provincial and Federal government agencies in order to address, plan and monitor events related to the development of resources within the Region. Policy may also suggest that the Commission endeavour to cooperate with private industries in planning resource development projects.	PATTERNS #3, p.55
Diversified Economic Base	1.6.0.2	Given that much of the projected future growth in the basic sectors will occur in the petroleum industry and given the tenuous and nonrenewable nature of this industry, policy may support the development of other resource related industries.	
Manufacturing Supported	1.6.0.3	The Commission recognizes the fact that the overall economic base of the Region is concentrated primarily in resource development, with very few manufacturing industries. Policy may be established which supports the diversification of the economic base, with less dependence upon resource development.	PATTERNS #7, p.20
Environment	1.6.0.4	Policy will generally recognize, but will not deal specifically with the importance of environmentally sound practices in relation to resource development and will cross-reference the environmental policies of the Regional Plan.	2.0.0
Transportation	1.6.0.5	Policy will address the issue of resource transportation and might encourage municipalities to establish trucking routes suitable for the transport of resources; since truck traffic can cause problems relating to dust, noise, vibration, road destruction and general public nuisance associated with the haulage of such products. This policy might apply particularly to such things as: sand and gravel sites, pulp and paper mills or major petroleum related projects, all of which frequently have heavy truck traffic.	8.6.0
New Settlements	1.6.0.6	Policy may address new settlements in relation to resource development. Policy will generally discourage the development of new settlements.	5.6.5

1.6.1 OIL/GAS

Sour Gas	1.6.1.1	Policy may address the problem of sour gas facilities in relation to human settlements. Such policy might acknowledge the role of the Subdivision Regulation in separating new human settlement from existing sour gas facilities and may recommend a general policy of separating existing (and guiding future) human settlement from both sour gas facilities and areas with high potential for sour gas emissions.	4.6.4.1; REG. 11.1
Inventory	1.6.1.2	Policies may commit the Commission to maintaining information regarding the location and scale of sour gas facilities throughout the Region, in cooperation with the Energy Resources Conservation Board.	
Mega Projects	1.6.1.3	Policy may specifically address the potential development of oil/gas mega projects such as the "in-situ" oil sands plant near Peace River. Policy may recommend in-depth study to determine the anticipated land use planning implications for the Town of Peace River and other communities as a result of the project. Policy may also deal with the possibility of establishing a special planning team comprised of government and industry officials and include methods for participation by the public.	PATTERNS #3, #4 p. 55

Conflicts With Agricultural Practices

1.6.1.4 Advisory policy may deal with the loss of agricultural land and associated disruptions to regular farming practices resulting from oil and gas activities and drilling target regulations. 4.6.3.1

Pipelines

1.6.1.5 Policy may acknowledge that numerous pipelines close to human settlement may inhibit and effect future expansion and development of communities. 8.6.0

1.6.2 SAND/GRAVEL

Sample Topics

1.6.2.1 Several policies may address sand/gravel resources; and may deal with, such topics as: a program to identify, inventory and monitor both new and abandoned sand/gravel sites; conflicts between human settlement and sand/gravel extraction; reclamation of sand/gravel sites which have been abandoned; preservation of significant historical or archaeological sites and preservation of agricultural land.

1.6.3 FORESTRY

Operations

1.6.3.1 Policy may address potential conflicts between forestry and agriculture in regard to conversion to agricultural land in the Green Zone. Policy may also include the topic of reforestation in a general manner.

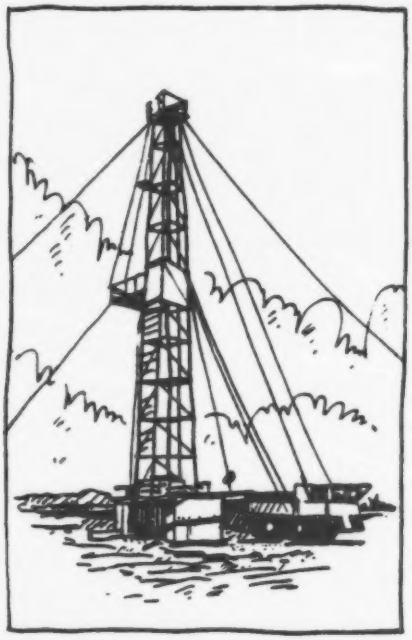
1.6.4 OTHER RESOURCES

Facilities

1.6.4.1 Policy might be designed to evaluate the impact of major processing facilities and identify location determinants.

Minerals

1.6.4.2 Policy may touch upon the other resources of the Region including coal, iron ore and silica sand; and their relationship to other land use issues.



COMMENTS

thanks...

Chapter 2: ENVIRONMENT

2.1.0 BACKGROUND STATEMENT

The Environmental Policy is, in part, based on perceptions of the natural environment by those in the Region, and more specifically, by those within the Commission. In conjunction with a strong frontier tradition and a perception of a vibrant farming community, the natural environment has come to represent an important and integral part of the identity of the Peace Country. Concerns for environmental protection and other key environmental issues portrayed in this Policy, reflect this strong environmental identity.

Policy is also based on the natural environment and on the interaction of land uses that exist or can be anticipated to occur. Vast areas of the natural environment are virgin wilderness consisting of a variety of plants, animals and physical features interacting often in unique or critical ways. The Environmental Policy is weighted to reflect both the size and importance of wilderness areas as well as the perceived value of some of its more vital processes, and unique features. The interaction of land uses with the natural environment can complement both the uses and the environment or can have a moderate to severe impact, particularly on environmentally sensitive or unique sites. This intermix of land uses with the environment helps form a new, partly natural, partly manmade environment, usually on the fringes of the wild, or else in settled agricultural portions of the Region. A range of land use controls are developed in this Policy which (i) promote this intermix of natural and manmade environments in ways that are mutually beneficial to each, (ii) help redirect uncomplementary uses away from critical environments or (iii) suggest ways to minimize unavoidable impacts.

2.1.1 ENVIRONMENTAL ISSUES

The following are some of the significant environmental issues addressed in this policy.

2.1.1.1 the potection of the conservation, development and recreation potential of lake environments.

2.1.1.2 the preservation of the character and natural processes within major river corridors.

2.1.1.3 the protection of river corridors from development activities which tend to increase erosion and sedimentation or which tend to reduce the quality of water.

2.1.1.4 the protection of people and property from natural hazards such as steep slopes, unstable soils, abandoned wells or mine shafts.

2.1.1.5 the need for special protection for critical environmentally sensitive areas.

2.1.1.6 the identification and protection of valuable groundwater supplies from development activities which tend to pollute or over use the supplies.

2.1.1.7 the provision of safe, long term supplies of drinking water.

2.2.0 GOALS AND OBJECTIVES

Policy addresses the following objectives, related to Goal C and D:

- to study the natural environment and identify its significant parts.
- to ensure that development affecting an environmentally and/or otherwise significant area enhances the significant values of the area.
- to ensure that development affecting less significant parts of the natural environment is in harmony with its surroundings.
- to ensure that abandoned development sites are properly reclaimed back to their natural state.

- to ensure that the development of natural resources and the location of human activities has minimal impact on the natural environment.
- to have hazard lands identified within the Region and to indicate the dangers unique to each hazardous area.
- to ensure that any development on hazard land does not endanger life or property.
- to protect people and property from dangerous land uses by controlling the location of such uses and/or by limiting development in adjacent areas.

2.3.0 POLICY DIRECTIONS

Many different approaches are employed to ensure that future development is indeed compatible with the natural environment. Region-wide standards are sometimes established with municipalities given a great deal of latitude and responsibility as to how policies can best be implemented. In certain cases, Region-wide standards are suggested for implementation through the Subdivision Approving Authority, often in consultation with the municipality and/or technical agencies. Policies also specify concerns which due to the jurisdiction involved, can only be addressed by the Province. In these cases, policies offer advice or suggest action to a particular Provincial Department. For future development, policies provide maximum flexibility for innovative, environmentally sensitive design. At the same time, policies are pragmatic enough to recognize that some existing uses should be permitted to continue. Environmental concerns are addressed in the following six policy topics.

2.3.1 RIVER CORRIDOR POLICY

The River Corridor Policy preserves the natural character of river corridors and maintains the natural processes that are at work within them. The policies reflect particular concern about development activities that tend to increase erosion and sedimentation, or that affect water quality or quantity (causing increased downstream flooding, for example). In some areas, such as valley breaks, the river corridor policies also supplement the hazard land policies in protecting people from placing development in dangerous locations.

2.3.2 LAKES POLICY

The Lake Policy provides a means for determining which lakes are most appropriate for development and which for conservation, and then establishes land use controls that are tailored for each situation. A lake designated for conservation will be controlled with the primary intent of preserving wildlife and fisheries habitat, whereas a lake designated for development will be controlled with the primary intent of accommodating surrounding land use while still minimizing potential damage to the lake.

2.3.3 ENVIRONMENTALLY SENSITIVE AREAS POLICY

The Environmentally Sensitive Areas Policy gives special protection to carefully selected areas. Fundamentally there are two reasons that an area might be identified as an ESA:

(i) the area performs a physical or biological function that is of importance beyond the boundaries of the site (for example, filtering and storage of water, or production of wildlife), or

(ii) the area is unusual or unique, thereby contributing signficantly to the richness and variety of the Peace River Region (for example, distinctive landforms or particularly rich plant and animal communities).

2.3.4 HAZARD LAND POLICY

The Hazard Land Policy is designed to complement the River Corridor Policy, since many of the natural hazards in the Region are associated with the deeply incised river valleys. This Policy protects people and property from the environment, whereas the River Corridor Policy does the reverse, protecting certain portions of the environment from improperly located human activities.

The policies are intended to do three things:

(i) prevent loss of life,

(ii) minimize property damage or other economic losses (for example, the cost of corrective measures carried by the taxpayers after a disaster has occurred), and

(iii) minimize social disruption (for example, the community problems that arise when poorly located businesses, residences, and institutional buildings are inundated by floodwaters).

Nowhere in the Region is the land resource so limited as to justify the risks involved in developing severe hazard areas. Therefore the policy approach suggested will provide consistent, Region-wide control over high hazard areas while allowing limited compatible development to occur in less hazardous areas.

2.3.5 EROSION POLICY

The Erosion Policy is designed to supplement the Hazard Land Policy since many of the natural erosion processes occur within steep slopes and floodplains.

Land use activities can significantly increase the process of erosion, particularly during construction. To date, the Provincial Government has directed its attention to erosion and sedimentation control by establishing agencies and programs which guide and/or financially assist farming, forestry and natural resource industries experiencing erosion. The Erosion Policy is designed to work with these Provincial initiatives relating to development and land use control.

2.3.6 GROUNDWATER POLICY

The Groundwater Policy is designed to minimize the impact of groundwater alterations on the natural environment and to identify and protect potable groundwater supplies for individual and municipal use. Potable groundwater supplies need to be found and protected from contamination. Human waste is one of the most widespread forms of contamination since most rural development using groundwater through drilled or dug wells have individual sewage facilities nearby. The suitability of the terrain to treat contaminated effluent and the distance and relationship between wells and sewage facilities are both critical factors in determining if groundwater will be contaminated.

2.4.0 TECHNICAL JUSTIFICATION

Policy topics are founded on the fundamental assumption that if human activities are to develop in harmony with the natural environment, there must be some level of planning and ongoing land use control in order to guide development into patterns that do not irreparably damage the natural environment. Increased growth and development predicted for various parts of the Region could potentially harm the natural environment or threaten its significant or sensitive parts. The policies proposed in this Chapter plan to avoid future land use or development conflicts brought by this growth.

The techniques employed in this Chapter recognize the limitations of the available data base in a vast Region, much of which is not experiencing development pressure. Therefore, a Performance Standard approach is frequently used. Also recognized is the expertise needed to carry out appropriate evaluation and planning and the limits of such expertise at municipal and regional levels.

The Policy acknowledges the basic differences between areas which have particular environmental value, or sensitivity, and processes which inherently effect the entire Region.

The Policy intends to streamline the approval process for small scale development but recognizes that potential impacts must be avoided.

2.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to test the validity of the goals, objectives and policies and to evaluate if the action or advice specified within each policy is effectively being followed and properly implemented.

2.5.0.1 Evaluate if the ESA Policy is effective in maintaining or enhancing the unique or sensitive environmental aspect of the ESA by monitoring the unique or sensitive aspects after subdivisions or developments have been approved on a case study basis.

2.5.0.2 Monitor subdivision or development proposals permitted in ESA's to evaluate if a detrimental impact has occurred; if so test whether the policies are valid and whether policies are being implemented properly.

2.5.0.3 Test the formulas prepared for subdivision applications on steep slopes. Are they workable and effective in reducing the threat to life and property?

2.5.0.4 Monitor approved subdivision and development applications to see if hazardous areas are being avoided.

POLICY

2.6.0 GENERAL

2.6.0.1 In general, the continuation of existing and previously approved uses within an area designated in the Environmental Policy is recognized as reasonable. However, when life, property or extremely critical environmental processes or areas are in jeopardy, municipalities should encourage the relocation of existing incompatible uses that become non-conforming under bylaws adopted pursuant to the Regional Plan. The Commission is prepared to assist municipalities in acquiring Provincial and/or Federal aid for this purpose. 0.5.2

Non-Conforming Uses

2.6.0.2 The designation of any area for protection or restricted use within the Environmental Policy does not imply any responsibility on the part of the Commission or a municipality to purchase the land; nor does the designation of any area open it to public access.

Land Purchase

2.6.0.3 Although the Commission generally supports the right of public access, it also recognizes that in critical wildlife habitat areas, environmentally sensitive areas and certain hazard land areas there may be legitimate reasons to restrict public access.

Public Access

2.6.0.4 In an effort to retain a straight-forward subdivision approval process for Isolated Country Residential applicants, the Subdivision Approving Authority and other technical agencies are encouraged to comment on all environmentally related matters as expeditiously as possible.

Isolated C.R. Subdivisions

Provincial Cooperation

2.6.0.6 The Provincial Government is encouraged to have regard for environmental concerns within this Policy. To this end, the Commission is prepared to cooperate in the development of integrated management plans, water management plans, project feasibility studies or in the approval of leases and licenses of occupation to help insure consistent planning and management of the natural environment.

Large Scale Developments

2.6.0.7 It is recognized that in highly unusual situations, large scale industrial or public facilities that are dependent on proximity to water or that have other location specific requirements may, in the public interest, be deemed essential. The Commission may request that the Provincial Government require an environmental impact assessment of such projects and/or that the Government redirect the project to a site less environmentally sensitive, hazardous or unique.

Upgrading Facilities

2.6.0.8 The upgrading of large scale industrial or public facilities that are incompatible with the intent of the Environmental Policy is encouraged.

2.6.1 RIVER CORRIDOR POLICY

2.6.1.1 Application and Definition

Application

2.6.1.1.1 This Policy applies only to land uses within the following River Corridors: the Hay, Peace, Wabasca, Smoky and Athabasca Rivers and their primary and secondary tributaries or along any other watercourse that may be designated by the Commission. Other major River Corridors such as the Fontas, Petitot, Kakisa, Yates, Whitesand, Buffalo and Birch Rivers, which are partly contained in the Region, may at a later time be included in this Policy. New River Corridor designations or deletions shall be accomplished through Regional Plan amendment initiated by the Commission or a municipality. PATTERNS #24,p.37

Corridor Delineation

2.6.1.1.2 The precise delineation of the area to be included within each River Corridor shall be made by municipalities, in their Land Use Bylaws. The Commission may assist a municipality with this task.

Definite Break

2.6.1.1.2.1 Where there is a definite break at the edge of a river valley (the part from which the slope begins to fall off at a rate of 15% or more), the River Corridor shall include that area of land between the break and the stream course plus a buffer zone on both sides of the valley comprising at least that area of land within: PATTERNS #24,p.37

(i) 660 feet (200 meters) of the upper valley break where the average valley depth is more than 100 feet (30 meters), or

(ii) 330 feet (100 meters) of the upper valley break where the average valley depth is less than 100 feet (30 meters).

2.6.1.1.2.2 Where there is no definite break at the edge of the river valley, the River Corridor is defined as that area on both sides of the river within:

No Definite Break

(i) 2640 feet (800 meters) of the normal high water line, for the Hay, Peace, Wabasca, Smoky and the Athabasca Rivers and their primary tributaries, or

(ii) 1320 feet (400 meters) of the normal high water line in the case of their secondary tributaries.

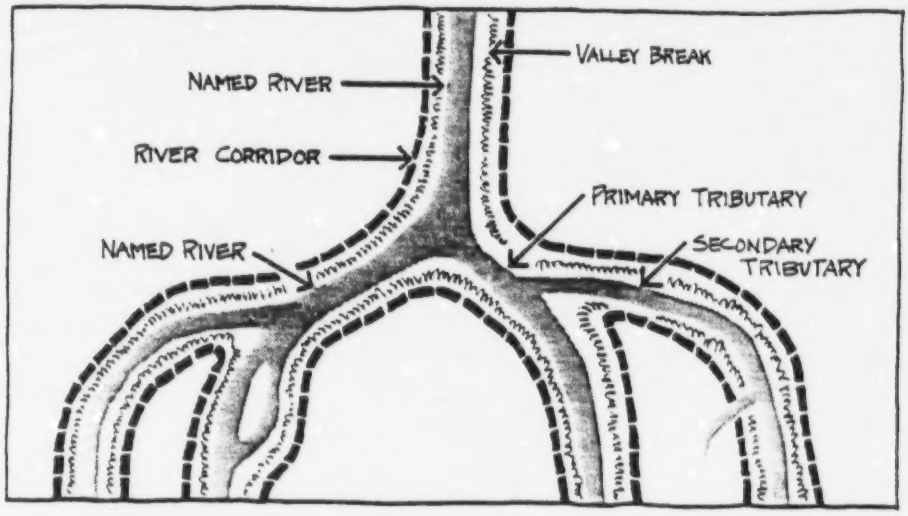
Maximum Corridor

2.6.1.1.3 Under special circumstances all River Corridors are subject to increase to a maximum of 2640 feet (800 meters) from the valley break. Until such time as a given Corridor has been precisely delineated, the Corridor shall be defined by the minimum dimensions established in this Policy.

100-Year Floodplain

2.6.1.1.4 No River Corridor shall be narrower than the 100-year floodplain, where it has been identified. 2.6.4.3

DIAGRAM 2.6.1.1



2.6.1.2 River Corridor Policy: Access and Uses

Road Access

2.6.1.2.1 Subdivision and development permit applications should be approved only if pre-existing physical access is available or if it can be shown that construction of new access is feasible without risk of initiating erosion problems. An independent geotechnical engineering report based on standard guidelines developed by the PRRPC in cooperation with Alberta Environment may be required. If an engineering report shows that such access is feasible using specific construction techniques, then, if the S.A.A. finds the application acceptable in every respect, it shall approve the application subject to the condition that the recommendations contained in the engineering report be followed by the applicant. A recommendation may also be made to the affected municipality that the same conditions be applied to any development permit subsequently issued for the site. 8.0.0 ACT 88(1)(a)

2.6.1.2.2 Land uses in the River Corridor shall be prohibited if they pose a threat APPENDIX II

(i) of ongoing erosion and stream sedimentation through disturbance of vegetation, soil or stream banks, or

(ii) of chemical or biological pollution, or

Prohibited Uses

(iii) of aesthetic incompatibility,

(iv) of intrusions into the natural setting that are generally recognized as noxious or nuisancelike, or

(v) to some specific wildlife population or habitat.

2.6.1.2.3 Land uses in a River Corridor shall be limited to those uses that are compatible with the natural character of the corridor and that can be shown not to have serious, ongoing negative impacts on recreation or wildlife capabilities, on soil stability, or on water quality. The proposed land use must also be shown to be compatible with pre-existing, conforming uses. Within these limitations, examples of potentially acceptable uses might be, historic sites, wildlife reserves, conservation related uses, recreation facilities, low-density, single parcel country residential development, strictly regulated sand and gravel operations, water and sewage treatment facilities, carefully managed forestry or woodlot operations employing selective cutting techniques and cattle grazing or cropping operations.

Conditional Uses

2.6.1.2.4 Sewage systems that could require surface release of sewage shall not be permitted anywhere in a River Corridor if there exists a direct drainage connection from the site in question to the watercourse or its associated wetlands. 2.6.6.2.3

Sewage Systems

2.6.1.3 River Corridor Policy: Topographic Alterations and River Modifications

Note: Policies in this section apply only within River Corridors as identified in 2.6.1.1. 2.6.5.1.2

2.6.1.3.1 Unless existing conditions constitute a threat to life or property, no land alterations should be permitted (excepting undertakings approved by the Department of Environment pursuant to the Water Resources Act) if they would change river channel geometry or hydrologic regimes. this includes, for example: (a) deposit or removal of any material within a watercourse, (b) excavation within a watercourse, (c) construction, alteration or removal of any structure within, upon, or across a watercourse, (d) planting or removal of vegetation within a watercourse, or (e) alteration of an embankment within or containing a watercourse.

Land Alterations

2.6.1.3.2 An erosion control buffer, consisting of all natural vegetation existing at the time this policy comes into force, shall be retained adjacent to each watercourse within a River Corridor, its associated wetlands, and the upper valley break. No construction shall be allowed within this buffer. The minimum buffer, which is subject to increase by the Subdivision Approving Authority or by the municipality if local conditions (particularly tree blowdown susceptibility) warrant, shall be as follows:

Erosion Control Buffer

(i) 200 feet (60 meters) where valley depth exceeds 100 feet (30 meters),

(ii) 150 feet (45 meters) where valley depth is between 50 and 100 feet (15 and 30 meters), or

(iii) 75 feet (24 meters) where valley depth is less than 50 feet (15 meters), or

(iv) 75 feet (24 meters) where valley depth is less than 5 feet (2 meters), but only when such small watercourses have been precisely delineated by the municipality for inclusion in a River Corridor.

Minor exceptions to this policy may be allowed to make access to the shore possible and to allow for normal shoreline uses (e.g., boat docks and piers). However, cleared areas should be grassed and paths stabilized to prevent the development of serious erosion problems.

Note: Different erosion control buffers are established in the Erosion Policy 2.6.5.1.2 for watercourses not identified as River Corridors. 2.6.5.1.2

2.6.1.4 River Corridor Policy: Special Districts

2.6.1.4.1 Areas contained within a River Corridor may be designated by the Commission as: Wildlife Habitat Protection Area, Market Garden Conservation Area, Recreation Area or River Corridor Settlement Area. With the exception of the latter all river corridor policies apply in areas with special designations except as they are modified by further land use constraints set forth in each. The selection of these areas shall be based on recommendations from the Provincial Government and municipalities.

Four Districts

Wildlife Areas

2.6.1.4.1.1 Within Wildlife Habitat Protection Areas, all intensive land uses requiring construction of structures shall be prohibited.

Market Garden Areas

2.6.1.4.1.2 Within Market Garden Conservation Areas, only land uses that will not have a negative impact on current market gardening or prevent future use of the land for market gardening shall be permitted. 4.6.0.3

Recreation Areas

2.6.1.4.1.3 Within Recreation Areas only land uses that will not have negative impacts on current recreational uses or prevent the future use of the land for recreational purposes shall be permitted. 3.0.0

2.6.1.4.1.4 Cities, towns, villages and Hamlets already existing within or partially within the River Corridor are designated by the Peace River Regional Planning Commission as River Corridor Settlement Areas. In the case of incorporated settlements, their legal boundaries serve as the River Corridor Settlement Area boundary. For hamlets, the rural municipality in which they are located shall determine their boundaries for purposes of this policy. Subdivision, development, area structure plan preparation, and annexation

Settlement Areas

or boundary expansion in these areas should, due to the location of the community in a sensitive setting of regional significance, be approved only with regard to special considerations including, for example, the need to prevent or minimize (a) runoff, erosion and stream sedimentation, (b) disruption of natural drainage patterns, (c) modifications in river regime, (d) flooding, (e) slope instability, (f) removal of natural vegetation, (g) chemical and/or biological pollution, (h) aesthetic or functional incompatibilities, (i) noxious or nuisance-like land uses, and (j) reduction of recreational land capability. 4.6.6.8 4.6.6.13

2.6.1.4.2 Any area within a River Corridor identified by the Commission as currently experiencing, or expected to be experiencing, development pressure which threatens the natural character of that area, may be designated as a Management Plan Area. For each Area, a management plan may be prepared by the Commission and should be a comprehensive land and water use plan based on intensive biophysical analysis and sound principles of environmental management. When adopted by the Commission, such a plan will supercede all aspects of the River Corridor Policy.

Management Plan Area

2.6.2 LAKES POLICIES

2.6.2.1 Application

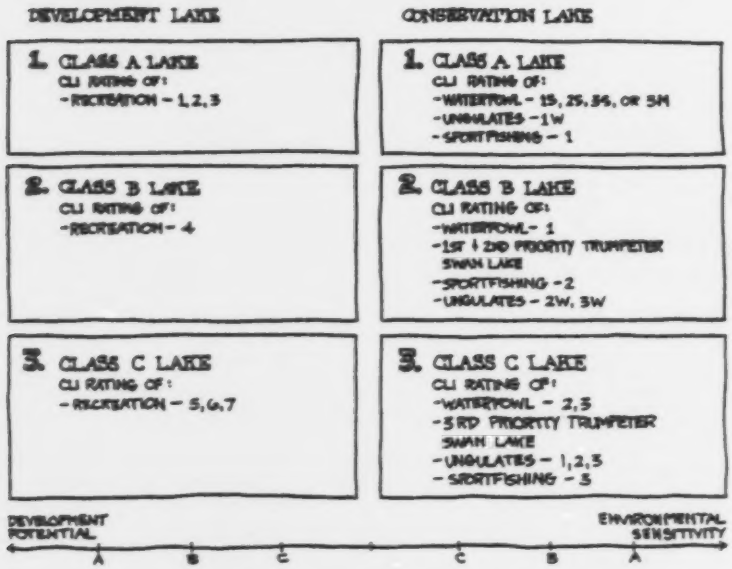
2.6.2.1.1 The Lake Policies apply only to the Lakeshore Corridor surrounding and including permanent waterbodies of 40 acres and larger, any waterbody classified in the Regional Lakes Overview: Peace Region of Alberta (PRRPC, June, 1978), or any other waterbody that may be identified by the PRRPC as requiring protection. The Lakeshore Corridor boundary shall follow legal boundaries in such a manner that all of any given quarter section will be included in the corridor if any portion of the quarter falls within .93 miles (1.5 kilometres) of the shoreline.

Application

2.6.2.1.2 The Lake classification system, Diagram 2.6.2.1.2, adapted from the Regional Lakes Overview, shall be used in combination with Canada Land Inventory mapping and information available from Alberta Energy and Natural Resources on Trumpeter Swan Habitats to classify the Lakes in the Region for purposes of these policies. (Where this classification work has already been done as part of the Regional Lakes Overview it shall be used for purposes of these policies.) Nevertheless, the classification of any lake may be changed by the PRRPC, as it deems necessary based on additional information that clearly justifies the change.

Classification System

LAKE CLASSIFICATION
DIAGRAM 2.6.2.1.2



2.6.2.2 Lakes Policy: Land Use Control

2.6.2.2.1 The PRRPC shall request the following information in relation to any application for subdivision in a Lakeshore Corridor:

(i) type of use proposed,

(ii) soil characteristics of the site,

Information

(iii) topography in, at least, 5 foot (2 metre) intervals,

(iv) drainage conditions, including water table data, and

(v) surrounding land use.

2.6.2.2.1.1 An Area Structure Plan for Country Residential developments should provide the following information in addition to that requested under policy 2.6.2.2.1; 4.6.5.4

(i) proposed vehicular and pedestrian access,

Country Residential Subdivisions

(ii) water servicing requirements, including the proposed means of obtaining water,

(iii) sewage disposal requirements, including the proposed means of treatment and/or disposal,

(iv) proposed landscaping, and

(v) both existing and proposed contours in 2 foot (.5 metre) intervals.

Parcel Densities

2.6.2.2.1.2 The following parcel densities shall apply to all country residential development within the Lakeshore Corridor: 4.6.5.5.6

Conservation Lakes		Development Lakes	
Lake Class	Parcel Density Per Quarter Section (maximum)*	Lake Class	Parcel Density Per Quarter Section (maximum)*
Class A	2	Class A	32
Class B	2	Class B	16
Class C	8	Class C	8

*To be applied proportionally to parcels containing less than 160 acres.

Recreation Subdivision

2.6.2.2.1.3 The PRRPC shall request that any subdivision application for a public recreation use having a capacity of over 100 people per day include the following information in addition to that requested under policy 2.6.2.2.1; 3.0.0

(i) proposed vehicular and pedestrian access,

(ii) water servicing requirements, including the proposed means of obtaining water,

(iii) sewage disposal requirements, including the proposed means of treatment and/or disposal,

(iv) proposed landscaping,

(v) both existing and proposed contours in 2 foot (.5 metre) intervals, and

(vi) maximum daily capacity.

Industrial Subdivisions

2.6.2.2.1.4 The PRRPC shall request that any subdivision application in a Lakeshore Corridor for an industrial use, excluding warehousing or storage operations, include the following information in addition to that requested under policy 2.6.2.2.1; 4.6.7

(i) water servicing requirements, including the proposed means of obtaining water, and

(ii) possible environmental impacts, including long-term, cumulative pollution effects, that might be created by the industrial use, plus any mitigative measures proposed to minize such impacts. 2.6.0.7

Public Uses

2.6.2.2.1.5 The PRRPC shall request that any subdivision application for a Public Use include the following information in addition to that requested under policy 2.6.2.2.1; (i) the design of the facility, and (ii) the nature and extent of the services to be provided by the facility.

Intensive Agriculture

2.6.2.2.1.6 The PRRPC shall request that any subdivision application for an Intensive Agricultural Operation include the following information in addition to that requested under policy 2.6.2.2.1; 4.6.2

(i) means proposed for disposal of wastes,

(ii) water servicing requirements, including the proposed means of obtaining water, and

(iii) maximum capacity of the operation.

2.6.2.2.2 All Lakes designated under the Lake Policies shall be protected by a minimum development setback (from the lake shoreline) as set forth in the following table:

Conservation Lakes		Development Lakes	
Lake Class	Development Setback	Lake Class	Development Setback
Class A	400 feet (120 metres)	Class A	200 feet (60 metres)
Class B	300 feet (100 metres)	Class B	125 feet (40 metres)
Class C	200 feet (60 metres)	Class C	75 feet (24 metres)

Development Setbacks

2.6.2.2.2.1 Notwithstanding these minimum dimensions, the PRRPC may increase the required setback where it deems that conditions warrant such action.

Normal Shoreline Uses

2.6.2.2.2.2 No development shall be allowed within the development setback with the exception of normal shoreline uses that absolutely require direct access to the lake (e.g., boat docks or launching ramps).

Reserve

2.6.2.2.2.3 All land in the development setback area shall be designated as Environmental Reserve or, where appropriate, as Municipal Reserve. (This should not be interpreted as precluding the use of Environmental Reserve in other areas of a proposed subdivision as well.) ACT 95; 96

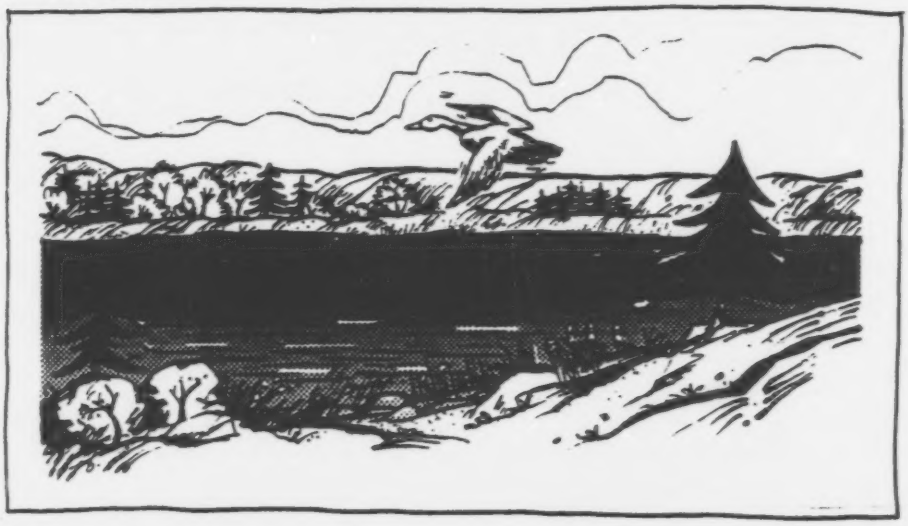
Cluster

2.6.2.2.3 Any development in a Lakeshore Corridor should be encouraged to locate in cluster form.

Precedence

2.6.2.2.4 In the event a Lake Management Plan is prepared and subsequently endorsed by the PRRPC for any Lake in the Region, that Plan shall take precedence over the Lake Policies in any situation where the management plan and the Lake Policies conflict.

DIAGRAM 2.6.2.1



2.6.3 ENVIRONMENTALLY SENSITIVE AREAS (ESA's) POLICY

2.6.3.1 General

Boundary Designation

2.6.3.1.1 This Policy applies only to areas designated as environmentally sensitive and mapped on a legal parcel basis in the Regional Plan. The designation of new ESA's or the deletion of existing ESA's shall require a Regional Plan amendment. APPENDIX II

Regional Advisors

2.6.3.1.2 The Commission shall identify a group of regional advisors who may assist the Commission regarding

(i) the ongoing ESA identification program and,

(ii) proposals for development or subdivision in ESA's.

2.6.3.2 ESA's Policy: Land Use Control

Environmental Impact Assessment

2.6.3.2.1 The PRRPC shall require, where any change in character of an ESA is proposed through a subdivison application, that an environmental impact assessment be carried out by the proponent. The Commission must be satisfied, based on the assessment, that

(i) the proposed change can be made without significant detrimental impact on the key physical or ecological functions of the ESA, and

(ii) no other feasible alternative is available before the proposed change is approved.

The Commission shall provide guidelines for environmental impact assessments which will include different provisions for minor and major land use changes.

Environmental Reserves

2.6.3.2.2 The Commission may make extensive use, where appropriate, of Environmental Reserves to protect ESA's. ACT 95

Development Permits

2.6.3.2.3 Municipalities are encouraged to require development permits for any land alteration in an ESA. Municipalities are also encouraged to circulate all development permit applications in ESA's to the Commission for review. Such review shall be done within 30 days.

Growth

2.6.3.2.4 Municipalities are encouraged to direct growth away from ESA's and to direct capital investment to more economically appropriate areas.

Provincial Regard

2.6.3.2.5 It is recommended that the Province reinforce the concept of ESAs by directing the location of highways, pipelines, transmission lines, reservoirs, utilities or any other potentially incompatible public works away from ESAs or away from other areas where such works might affect ESAs; or, if the ESA is absolutely unavoidable by designing facilities to minimize impact. 8.0.0 9.0.0

2.6.3.3 ESA's Policy: Ownership

Acquisition

2.5.3.3.1 Appropriate public or private agencies are encouraged to acquire all or part of any Environmentally Sensitive Area (ESA) that becomes available. 2.6.0.2

Crown Land

2.6.3.3.2 It is recommended that the Province retain all ESAs that presently are in Crown ownership even though surrounding areas may be opened for settlement.

2.6.3.4 ESA's Policy: Ongoing Management

Mutual Agreements

2.6.3.4.1 Municipalities and landowners are encouraged to enter into mutually beneficial agreements with one another or with appropriate government agencies to aid in ESA protection and management. Such agreements might include, but are not necessarily limited to,

(i) cost sharing of land management,

(ii) provisions for controlling or prohibiting public access,

(iii) adjustment or deferral of taxes,

(iv) definition of specific rights and responsibilities, or

(v) any other provision deemed necessary to assist the landowner and thereby ensure continued protection of the ESA.

Commission Assistance

2.6.3.4.2 The PRRPC will assist ESA owners in finalizing siting, design and management programs for developments that have been accepted as being compatible with ESA functions.

Rehabilitation

2.6.3.4.3 Site rehabilitation and restoration of ESAs that have in any way become damaged, is supported, where practical.

2.6.4 HAZARD LAND POLICY

2.6.4.1 General: Identification

2.6.4.1.1 Rural municipalities should develop hazard land mapping (at a scale of at least 1:50,000, preferably larger) for any area now experiencing, or expected to experience, pressure for development. Urban municipalities should develop hazard land mapping (at a scale of at least 1:5,000) of all land within their boundaries. Hazard land mapping should include identification of:

Identification and Mapping

(i) lands that are unstable or otherwise unsatisfactory for development due to topography, hydrologic conditions, bedrock conditions, soil characteristics or other special constraints; and

(ii) lands that are susceptible to flooding.

The main intension of this mapping is to provide a general guide for future growth and development. The Commission may assist municipalities with this work by providing in-house services, by soliciting Provincial assistance, and/or by aiding in the selection and supervision of qualified consultants.

2.6.4.2 Hazard Land Policy: Land Use Control on Steep Slopes

Note: This section applies to subdivision and development in both Urban and Rural municipalities.

2.6.4.2.1 Where the average slope of an entire parcel or of topographically distinct portions of a parcel for any multi-parcel subdivision:

(i) equals or exceeds 15%, or

(ii) on any slope that, on the basis of site inspection or local knowledge, is deemed potentially hazardous due to the presence of previous soil disturbance, shallow depth to bedrock of less than 7 feet (2 metres), high water table of less than 7 feet (2 metres) at anytime of year, evidence of springs or seepage, stratified soils, organic soils, or glacial till of high clay content, or

Engineering Analysis

(iii) on any slope where evidence of previous slope failure on the parcel or lot or on similar terrain in the general vicinity suggests that slope stability, erosion, or septic system operation may be factors of critical importance due to slope,

the PRRPC shall require that the applicant provide the results of an engineering analysis covering all aspects of slope stability or other hazardous conditions as they could be affected by the proposed development. REG. 5(g)

Contour Mapping

2.6.4.2.1.1 Five foot or two metre contour mapping shall be required in cases involving any of the conditions noted in (i), (ii) or (iii), above.

Refuse

2.6.4.2.1.2 If an application for subdivision of a parcel exhibiting any of the characteristics noted above is submitted without the required site reconnaissance and/or engineering analysis, the PRRPC shall refuse the application unless the hazard areas can be taken as Environmental Reserve. ACT 88(1)(a); 95(c)

Confirmation of Refusals

2.6.4.2.1.3 If the engineering analysis confirms that the proposed deve'opment is likely to aggravate or create stability problems or other hazardous conditions, the application shall be refused unless it can be shown that the land can be made suitable for the proposed development, or vice versa (through protective measures designed, by a qualified professional, to overcome the hazardous conditions).

Protective Measures

2.6.4.2.1.4 If the PRRPC does approve an application on the basis of protective measures, it shall do so only with conditions imposed that require the applicant to follow precisely those measures offered in support of the application (or other measures, subsequently identified and mutually agreed upon, that may achieve the same result).

Development Permits

2.6.4.2.1.5 If required, the PRRPC will recommend to the municipality that applications for development permits on the parcel or lot(s) in question be only granted subject to condition that the necessary protective measures be taken by the applicant.

Single Parcel Subdivisions

2.6.4.2.2 For Isolated Country Residential subdivisions, the Subdivision Approving Authority may refuse any application where a site inspection finds that the parcel to be subdivided is characterized by any of the site conditions specified in 2.6.4.2.1 (i), (ii) or (iii). However, should the applicant support his subdivision application with an engineering analysis (as in Policy 2.6.4.2.1), then the application may be considered by the S.A.A. and treated in the manner outlined in Policy 3.6.2.2. 2.6.0.4

Development Standards

2.6.4.2.3 When the average slope of an entire parcel, of topographically distinct portions of a parcel, or of any individual building lot proposed for subdivision equals or exceeds 5%, the following slope protection standards shall apply:

	Serviced Urban Area		Rural Area	
Average % of Slope	Max. # Lots. Per Acre	Minimum Lot Size	Max. # Lots Per 1/4 Section	Minimum Lot Size
5 - 9.99%	4	1/4 Acre	24	4 Acres
10 - 14.99%	2	1/2 Acre	18	5 Acres
15%+	1	1 Acre	12	6 Acres

4.6.5.5.4
4.6.5.5.6

Average Slope

2.6.4.2.3.1 If the average slope of an individual lot places it in a higher slope category than its surrounding area, then the average slope of the lot shall determine its minimum size.

More Limitations

2.6.4.2.3.2 Notwithstanding these minimum standards, the PRRPC may impose more stringent limitations if local conditions indicate a need for additional protection.

Vegetation Retained

2.6.4.2.3.3 Municipalities, for purposes of erosion control and slope stability maintenance, should require that natural vegetation be retained or that new plant materials be introduced to hold the soil on potentially hazardous slopes (based on recommendations from a qualified horticulturalist). In some situations the use of retaining structures may also be required.

Lower Density Development

2.6.4.2.3.4 It is the general intent of this policy to ensure that development becomes less dense as slope increases and that vegetative cover is maintained on the steepest or most highly erossive slopes on any given lot. Development permits issued relative to areas within the slope categories of this policy should include site specific conditions of approval to insure that policy is not undermined at the development stage by poor site planning.

2.6.4.3 Hazard Land Policy: Land Use Control in Floodplains

Floodplain Mapping

2.6.4.3.1 The floodplain policies shall apply to the 100 year floodplain where it has been identified. In areas where floodplain mapping has not been done, an approximation of the floodplain, shall be done on a case by case basis.

Approximation

2.6.4.3.1.1 When a subdivision application appears to be for land in a floodplain area, the PRRPC will require that the applicant submit such an approximation prepared by a qualified professional. In the case of a development permit application, the municipality should impose the same requirement. REG. 5(g)

Approval of Approximation

2.6.4.3.1.2 The PRRPC or the municipality, respectively, shall approve, reject or modify the applicant's floodplain approximation in accordance with comments from Alberta Environment. In situations where the applicant's floodplain approximation is rejected, the applicant may submit his own 100 year floodplain mapping prepared by a qualified engineer. This submission shall also be referred to Alberta Environment and, if unacceptable, may be modified to meet the reqirements of that Department.

Reject

2.6.4.3.1.3 In the event an applicant's floodplain approximation is rejected, or in the event he does not comply with a request to supply a floodplain approximation the subdivision or development application shall be refused due to poor site suitability. ACT 88(1)(a)

Floodplain Study

2.6.4.3.1.4 In areas where one or more subdivision or development proposals have had to be refused on this basis, the PRRPC may request that Alberta Environment undertake a floodplain study.

Small Watercourses

2.6.4.3.2 For very small watercourses, the PRRPC (or the municipality in the case of development permits) may determine that it is unnecessary for the applicant to submit a floodplain approximation prepared by a qualified professional. Nevertheless, municipalities should direct development to sites well above known or obvious flood areas. 2.6.5.1.2

Development Guidelines

2.6.4.3.3 Subdivision of land in the floodplain is discouraged, and shall be prohibited unless the uses involved meet the restrictions listed below. These restrictions should be included in Land Use Bylaws.

Permitted Uses

2.6.4.3.3.1 Only uses not requiring the erection of permanent enclosed buildings, structures or extensive landfill shall be permitted, with the exception of:

(i) buildings or structures normally required to be in the floodplain (for example, pumping stations);

(ii) those necessary for flood and/or erosion control,

(iii) buildings or structures normally regarded as part of the operation of water related activities (for example, docks, marinas or boathouses);

(iv) buildings or structures of a temporary nature,

(v) works authorized by the Department of Environment pursuant to The Water Resources Act (R.S.A. 1970, Ch. 388) as amended, or

(vi) infilling of existing communities as allowed under policy 2.6.4.3.3.4.

No Landscape Alterations

2.6.4.3.3.2 No dumping, filling or landscape alteration shall be permitted in the floodplain unless approved by the Department of Environment.

Site Elevations

2.6.4.3.3.3 Building site elevations for new development shall be at least 2 feet (.6 metres) above the 100 year floodline, where it has been established, or 5 feet (1.5 metres) above the floodline where a field approximation has been used and the flood return period is unknown excepting development allowed under policy 2.6.4.3.3.4. The required elevations may be reached through the use of fill as long as such fill does not encroach on the floodplain.

Existing Communities

2.6.4.3.3.4 In situations where all or part of a community already exists within the floodplain, new development shall be permitted in the floodplain area only if it is of an infilling nature, is designed in accordance with current floodproofing practices, and is protected by diking approved by Alberta Environment in accordance with policy 2.6.4.3.3.5. 7.0.0

Protective Diking

2.6.4.3.3.5 Protective diking shall be discouraged as a means of justifying new floodplain development, including situations where such development involves further extension of existing communities into the floodplain unless

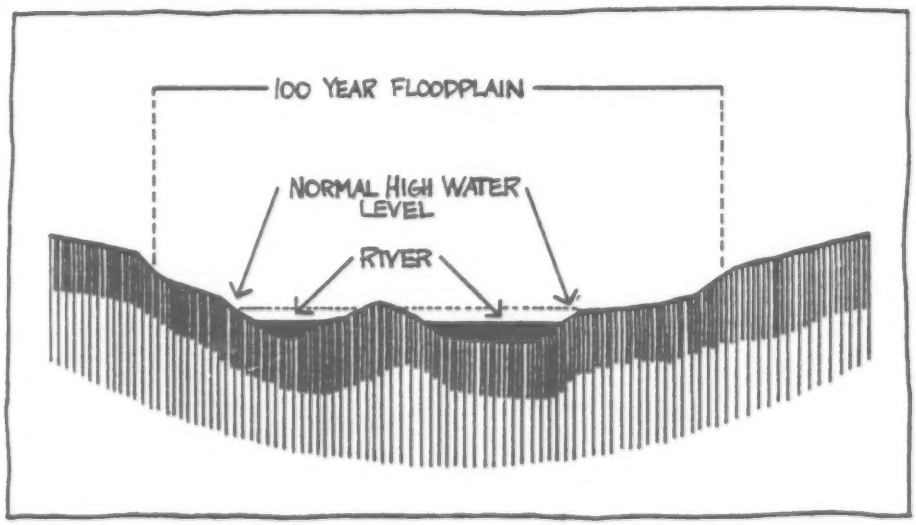
(i) both the design and long-term maintenance plans for the diking have been approved by Alberta Environment and

(ii) the municipality is carrying out that maintenance plan to the satisfaction of Alberta Environment.

Existing Communities

2.6.4.3.4 Where existing communities face threat of frequent flooding, the Commission recommends that the Department of Environment protect the involved communities as soon as possible by constructing ample flood control works and by establishing effective flood warning systems. Pursuant to Policy 2.6.4.3.3.5, the use of such works to extend the developable area further into the floodplain generally are discouraged.

DIAGRAM 2.6.4.1



2.6.4.4 Hazard Land Policy: Land Use Control on Unstable Ground

Permafrost

2.6.4.4.1 Development is discouraged in permafrost areas, but where it is approved the municipality should require that building construction techniques be employed which will prevent severe settling and accompanying structural damage.

Organic Soils

2.6.4.4.2 Development in areas of organic soils is discouraged and shall be prohibited where such soils exceed 3 feet (1 metre) in depth or an area of 5 acres. Where development is permitted adjacent to areas of organic soil the municipality should require substantial setbacks of buildings, roads and septic systems from the margin of the organic soil unit. Such setbacks should be determined by on-site conditions, but in no case should be less than 150 feet. Surface release of sewage in such areas is prohibited.

Other Unstable Lands

2.6.4.4.3 Municipalities should identify the following areas;

(i) potentially unstable abandoned mine workings or quarry sites,

(ii) potentially hazardous abandoned oil or gas wells,

(iii) potentially unstable karst topograpy,

(iv) potentially unstable and otherwise hazardous abandoned or reclaimed landfill sites, or

(v) unstable land areas due to other local conditions not anticipated in this policy.

General Municipal Plans should prohibit development in the immediate vicinity of the potential hazard.

Development that might be affected by abandoned mine works (either pits or shafts) should be allowed only on the basis of a favourable geo-technical engineering study of the site in relation to the proposed development. Recommendation contained in the geotechnical engineering study regarding siting, building design and/or remedial or protective measures should be included as conditions of approval attached to the development permit.

2.6.5 EROSION POLICY

2.6.5.1 General

Support for Province

2.6.5.1.1 The Commission supports Provincial programs and committees, such as the Regional Action Committee on Erosion, established to coordinate the prevention and control of erosion. The Commission shall also support any new programs,

(i) which arrest erosive processes by stabilizing eroded lands and,

(ii) which reclaim eroded lands into a more useful and safe state.

Note: The following two policies (2.6.5.1.2 and 2.6.5.1.3) are applicable only to those rivers not identified in the River Corridor Policy.

Erosion Control Buffers

2.6.5.1.2 General Municipal Plans should establish erosion control buffers, consisting of all natural or planted erosion resistant vegetation, for natural drainage channels with 15% or greater side slopes. Construction and topographic alterations should not be permitted within this buffer unless approved by Alberta Environment pursuant to The Water Resources Act (R.S.A. 1970, Chapter 388) as amended). 2.6.1

Contents of Buffer

2.6.5.1.2.1 The buffer should contain all the land adjacent to each permanent or intermittant watercourse and its associated wetlands to the upper valley breaks and including,

(i) a twenty (20) to forty (40) foot setback from the upper valley break where valley depths average between five (5) and ten (10) feet,

(ii) a forty (40) to eighty (80) foot setback from the upper valley break where valley depths average greater than ten (10) feet, or

(iii) such greater setback as may be determined by the municipality.

4:1 Proportion

2.6.5.1.2.2 It is recommended that widths adhere to a 4:1 proportion, representing the setback distance proportionate to valley depth.

Exceptions

2.6.5.1.2.3 Exceptions to this policy may be allowed in order to allow for recreational shoreline uses. Cleared areas should be revegetated and paths stabilized to prevent the development of serious erosion problems.

Less than 5 feet

2.6.5.1.2.4 Channel depths less than five (5) feet should also have vegetative buffers to help reduce the chance of erosion and downstream sedimentation. Municipalities should identify buffer widths equal to four times (4:1) the channel depth, depending on site conditions. These buffer widths should be identified in General Municipal Plans and Area Structure Plans. Land depressions which show no signs of erosion or channelized surface drainage may not require an erosion control buffer.

Crown Land

2.6.5.1.3 It is recommended that these buffers, particularly those in Policy 2.6.5.1.2.4 above and those referred to in the River Corridor Policy, remain as Crown Land in areas opened up for farming. The Commission recommends Government initiatives and programs tailored to this end. 2.6.1

2.6.5.2 Erosion Policy: Land Use Control

Single Parcel Subdivisions

2.6.5.2.1 The Peace River Regional Planning Commission may prepare an information handout for single parcel applicants on acceptable erosion and sedimentation site control measures. Alberta Environment, Alberta Agriculture or other agencies may be consulted in the preparation of this handout. The Subdivision Approving Authority may distribute a copy to single parcel applicants.

2.6.5.2.2 Note: This policy is applicable only to areas not covered under the Steep Slopes Section of the Hazard Lands Policy.

Terrain Studies

Applicants proposing the creation of a subdivision containing more than one parcel may be required by the Subdivision Approving Authority to prepare a terrain study in cases where the PRRPC feels that: 2.6.4.2

(i) the proposed development might create erosion or sedimentation problems which might threaten life and/or property, or

(i) the proposed development might further extend existing erosion or sedimentation problems. In either case, the PRRPC may consult Alberta Environment.

Contents of Study

2.6.5.2.2.1 The terrain study shall identify the nature and potential magnitude of the erosion problem. In cases where it can be shown that the land can be made more suitable for the proposed development using acceptable remedial measures the Subdivision Approving Authority may approve the application. If the Subdivision Approving Authority does approve an application on the basis of protective measures, the S.A.A. shall require that the completion of these measures be a condition of subdivision approval. ACT 89(1)(a)

Refusal

2.6.5.2.2.2 If the terrain study does not show, to the satisfaction of the Subdivision Approving Authority, that the site can be made suitable for the proposed development using acceptable protective measures, then the application shall be refused. ACT 88(1)(a)

Referrals

2.6.5.2.3 Agricultural, forestry, transportation and resource developments should not cause erosion or sedimentation beyond what would normally occur on land in its natural state. When asked to comment on land use proposals which do not require subdivision, the PRRPC shall refer to this policy and to preventative guidelines on erosion and sedimentation, prepared by the Commission, by Alberta Environment or by Alberta Agriculture.

2.6.6 GROUNDWATER POLICY

2.6.6.1 Groundwater Studies

Improved Date

2.6.6.1.1 To improve the existing information base, it is recommended that Provincial agencies gather further primary groundwater data and prepare further groundwater research for the Region. Specifically, groundwater research that relates to planning and development is supported.

2.6.5.1.2 Municipalities are encouraged to consider groundwater resources as one of the criteria used to designate areas for rural development. In preparing General Municipal Plans, municipalities should prepare general groundwater and surficial geology inventories to be used to help evaluate the suitability of areas proposed to have individual water and sewage facilities. 4.6.5.3

Groundwater Inventories

As background to Area Structure Plans, specific groundwater and surficial geology inventories should be prepared to identify the most suitable locations for expansion and to recommend lot sizes for developments proposing to use individual water and sewage facilities. In both cases, the Commission may request Alberta Environment and/or the Alberta Research Council help municipalities compile and interpret groundwater and surficial geology inventories for development suitability. 4.6.5.5.4 4.6.5.5.5

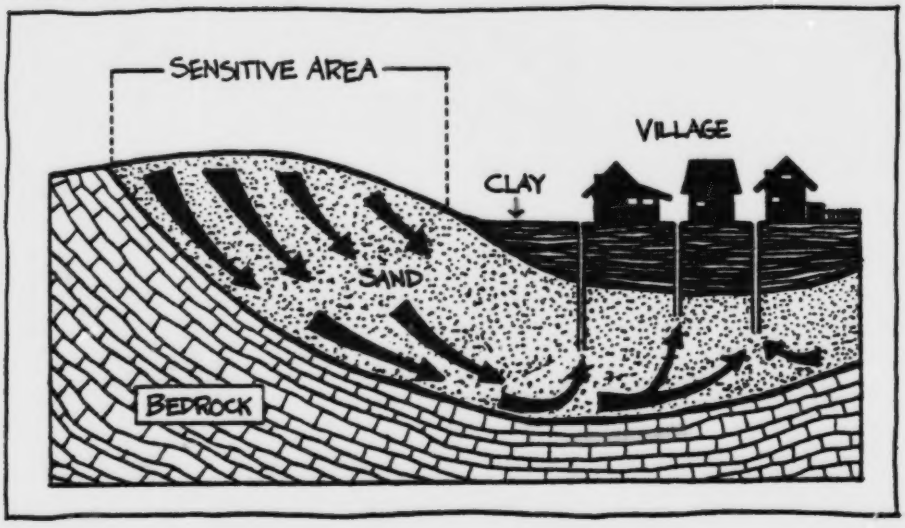
Note: It is not intended that these studies eliminate the need for technical analysis on individual sites in conjunction with specific development proposals; it is intended, rather, that the studies provide a general guide to future growth and development.

2.6.6.2 Groundwater Policy: Rural Development

2.6.6.2.1 Land subdivision and development should be directed away from critical groundwater recharge areas and environmentally sensitive discharge areas. The Commission may undertake a program, in consultation with other agencies, to identify these areas and designate them Environmentally Sensitive Areas (ESA's). 2.6.3

ESA's

DIAGRAM 2.6.6.1



Safe Water Supply

2.6.6.2.2 Rural development relying on individual services should have available safe, long-term yields of potable water. Groundwater is a preferable source since it is more easily protected from pollution than surface water. Whenever suitable groundwater is available, the Commission will encourage its use through the Subdivision Approving Authority. Municipalities are encouraged to do the same. 4.6.5

Sewage Facilities

2.6.6.2.3 To avoid contaminating potable water supplies, rural developments should have satisfactory facilities to dispose of and treat sewage effluent. These facilities should be satisfactory to Alberta Environment, the Health Unit and the Plumbing Inspection Branch of Alberta Labour. The Commission will encourage the use of satisfactory facilities through the Subdivision Approving Authority and through information hand-outs. Municipalities are encouraged to do the same. 4.6.4.2

Research

2.6.6.2.4 It is recommended that Provincial agencies undertake research into:

(i) new sewage treatment methods which can operate effectively on impermeable terrain; and

(ii) non-conventional systems on all types of terrain.

The Commission is prepared to cooperate with Provincial agencies on these matters.

Nearby Wells

2.6.6.2.5 Intensive agriculture, forestry and resource extraction activities or other development should not contaminate or reduce the supply of groundwater used in nearby wells. The Commission shall refer to this Policy when asked to comment on land use proposals which do not require subdivision. For land use proposals requiring subdivision, the Subdivision Approving Authority shall evaluate the environmental impact of the use and may consult Alberta Environment to determine tests which verify that the use will not adversely affect existing supplies.

Municipal Services

2.6.6.2.6 Subdivisions in Hamlet Centres should be designed to preclude over-crowded or improperly maintained individual sewage facilities in order to avoid contaminating groundwater supplies. If, unforseen health or environmental problems do occur, municipalities are encouraged to obtain financial and technical aid in the design and development of municipal water supplies and/or municipal sewage disposal systems. 4.6.6.1.6

Amalgamated Jurisdiction

2.6.6.2.7 A more integrated and consistant approach to the assessment of individual sewage and water systems is supported. To this end, the Commission recommends a more consistant policy approach or the ammalgamation under one agency of jurisdictional matters concerning rural developments on behalf of Alberta Environment, the Health Unit and Alberta Labour. The Commission shall support Provincial initiatives directed towards achieving this end.

2.6.6.3 Groundwater Policy: Isolated Country Residential Subdivisions

Water Supply

2.6.6.3.1 It is recommended that applicants for Isolated Country Residential subdivisions, requiring on-site water sources, use available, long-term supplies of potable groundwater. If groundwater supplies are not available, the Subdivision Approving Authority shall direct the applicant to either Alberta Environment, the Health Unit and/or the Plumbing Inspection Branch of Alberta Labour for Advice on water protection.

2.6.6.3.2 It is also recommended that applicants for Isolated Country Residential subdivisions, requiring on-site sewage disposal systems contact the local Plumbing Inspection Branch and the local Health Unit prior to applying for subdivision approval for advice on the location, type and size of sewage facilities.

Sewage Facilities

2.6.6.4 Groundwater Policy: Subdivisions of Six Lots of More

2.6.6.4.1 The Commission considers areas without long-term yields of potable groundwater inappropriate for multi-parcel rural development of six lots or more. Unless available on-site groundwater supplies meet quality and quantity standards set by Alberta Environment, subdivision of six lots or more shall not be permitted. (See Groundwater Policy 2.6.6.5, Communal Services). In order to identify on-site groundwater conditions, all subdivisions of six lots or more shall submit pump tests and chemical water sample analysis or other tests to Alberta Environment standards along with the subdivision application. Monitoring of nearby water wells for changes in water levels may be required. 2.6.6.5

Groundwater Supplies

2.6.6.4.2 The Subdivision Approving Authority shall not approve subdivisions of six lots or more proposing to use sewage systems other than septic tanks and drain tile fields. (See Groundwater Policy 2.6.6.5, Communal Services). 2.6.6.5

Septic Systems

2.6.6.4.3 Applicants for subdivisions of six lots or more shall demonstrate that contaminated effluent from individual on-site sewage facilities will not pollute groundwater or surface water supplies either used by the proposed development, or used by existing or other proposed developments. All such applicants will be requested to submit soil permeability tests as well as the location of known nearby aquifers and water wells. These tests and information must be to the satisfaction of Alberta Environment.

Sewage Facilities

2.6.6.4.4 The applicant for a subdivision of six lots or more may be asked to demonstrate that proposed water wells are either upstream or far enough downstream of individual on-site sewage facilities to avoid on-site water contamination. To accomplish this, the applicant should identify the general direction of groundwater flow and surface drainage for the subdivision area and environs. The applicant shall then satisfy Alberta Environment that the proposed location of water wells and individual sewage facilities has considered the direction of groundwater flow in order to avoid on-site groundwater contamination.

Groundwater Flow

2.6.6.4.5 Subdivision applications consisting of two, three, four or five lots may be asked to submit all or some of the background information required for subdivisions of six lots or more. The Subdivision Approving Authority may consult with any appropriate agencies including municipalities. 4.6.4.2

Two-Five Lot Subdivisions

2.6.6.5 Groundwater Policy: Communal Services

2.6.6.5.1 Notwithstanding policies 2.6.6.4.1 and 2.6.4.4.2, subdivisions of six lots or more which require the use of either surface water and/or sewage disposal systems other than septic tanks and drain tile fields will be considered in cases where, 4.6.6.10.1 4.6.6.16

Acceptable Services

(i) a municipally run communal water and/or sewage disposal facility is already in place and is capable of handling the proposed development, or

(ii) the proposed municipally run communal system is acceptable to the municipality, Alberta Environment, the Health Unit and the Plumbing Inspection Branch of Alberta Labour. The subdivision area shall be part of an area designated for growth in a General Municipal Plan.

Inventories

2.6.6.5.2 For 2.6.6.5.1 (ii) above, it is highly recommended that groundwater inventories be prepared to indicate to the satisfaction of the Subdivision Approving Authority that there is not terrain elsewhere in the municipality potentially more suitable for the proposed development. Also, the General Municipal Plan should show that future demand is greater than the supply of suitable terrain for the proposed type of land uses. 2.6.6.1.2

Co-operatives

2.6.6.5.3 Private cooperatives may be permitted to operate and maintain the communal water and/or sewage disposal system as long as the municipality supports the cooperative arrangement. In cases where a cooperative fails to cooperate or maintain the system, the municipality should guarantee services to residents by agreeing to operate and maintain the system either indefinitely or until another workable cooperative can be set up.

COMMENTS

thanks...

Chapter 3: OPEN SPACE, RECREATION, PARKS AND HERITAGE RESOURCES

3.0.0 This policy summary is designed to provide an overview of potential regional policy concerning open space, recreation parks, and heritage resources within the Peace River Region. It is an <u>interim</u> policy summary only and is intended to be replaced by a more comprehensive policy package by late 1981.

3.1.0 <u>BACKGROUND STATEMENT</u>

The Commission recognizes the importance and value of parks, recreation and recreational opportunities to the residents of, and visitors to, the Peace River Region. These opportunities should not only be available in the Urban Municipalities, but also in natural settings such as forests, rivers and lakes. Heritage resources provide an important link with the past and access to these should also be available.

Recreational opportunities are of critical importance in a Region which is becoming increasingly more urbanized and in a society which is enjoying increasing leisure time in the average working week. Due to the importance of recreation and open space, and because the provision (and use of) recreational facilities and land often transcend municipal boundaries, the Commission will address the topics of Open Space, Recreation, Parks and Heritage Resources in the Regional Plan.

3.1.1 RECREATION, OPEN SPACE, PARKS AND HERITAGE RESOURCES ISSUES

Several areas or issues which might be addressed in the Plan, have been identified:

3.1.1.1 lack of adequate recreational facilities in some municipalities within the Region;

3.1.1.2 limited recreational opportunities, particularly because of the relatively short summer season which reduces the potential for summer outdoor recreation;

3.1.1.3 coordination and cooperation among agencies and local authorities responsible for the provision of recreation facilities and opportunities, particularly in such areas as:

- planning for recreational facilities
- maintaining facilities, reserve lands and other lands
- cost sharing of facilities
- joint use of land and facilities

3.1.1.4 greater development of the tourist industry within the Region, particularly related to recreation destinations;

3.1.1.5 the role of recreation plans, Master Plans, or long term recreation strategies within communities in the Region;

3.1.1.6 lack of precise knowledge about the location of heritage sites; and

3.1.1.7 restoration, maintenance and protection of heritage resources.

3.2.0 <u>OBJECTIVES TO BE ADDRESSED BY POLICY</u>

Policy will mainly address the following objectives related to Goals E and H;

- To encourage a full range and adequate distribution of health, education, emergency and recreation services and facilities;
- To provide mechanisms for communication between municipalities when joint planning issues arise.

3.3.0 POSSIBLE POLICY DIRECTIONS

Regional Plan policies regarding recreation will be primarily advisory in nature, suggesting or recommending to local authorities and government agencies, policies related to recreation, open space and heritage resources.

The Commission may use its authority as administrator of the subdivision approving process to pursue objectives in relation to Municipal, School and Environmental Reserve and to ensure that lands dedicated complement the recreation and open space system of a municipality.

3.4.0 TECHNICAL JUSTIFICATION

The specific justification for the policy techniques used will depend on the interrelationship with other policy chapters as well as the analytical substantiation produced through the research program. It is expected that this topic may not be a "lead" policy area and the policies will likely be closely related to other chapters such as the Environment Policy, 2.0.0.

3.5.0 MONITORING STATEMENT

Generally, monitoring this policy area might be part of monitoring methods used for other policies. Periodic assessment of user data and user survey techniques might be used as well as indirect methods such as encouragement for monitoring at the Provincial or local level.

POSSIBLE POLICY TOPICS

3.6.0 The following is a list of topics that could be addressed by Regional Plan Policy.

Open Space Systems

3.6.1 Policy may suggest that an integrated open space system be considered both within the urban and natural settings of the Region. An integrated open space system might link school yards, municipal parks and Municipal Reserve lands into one continuous open space or park.

Hierarchy of Facilities

3.6.2 Policy may deal with the concept of a hierarchial arrangement of facilities catering to specific target groups. An example might be the provision of small neighbourhood parks containing facilities for younger children, and larger centrally located parks containing facilities for the entire community.

Recreation Standards

3.6.3 A policy could be developed which would refer to established recreation standards within various sizes of communities. Alternatively a policy might recommend the development of community specific standards.

Recreation Master Plans

3.6.4 A policy recommendation may be that municipalities develop recreation master plans incorporating several concepts such as linked open space systems, hierarchy of facilities, identification of recreationally deficient areas and other information which would address present and future recreational needs.

Cooperation/ Coordination Joint Use

3.6.5 Several policies may evolve addressing the potential for coordination among municipalities, various agencies and the Commission with respect to recreational sites and programs. Such policies might suggest more cooperation and coordination in addition to considering joint uses for facilities and land.

Natural Environment

3.6.6 Several policies could evolve which would deal primarily with recreation in non-urban settings such as River Corridors and road allowances. Most of these sites (such as Provincial parks and roadside campgrounds) are under the jurisdiction of the Provincial Government; thus, policies would be directed primarily towards the Province and would be suggestive and advisory in nature. These policies might touch upon the provision of, and planning for: Provincial campsites, hiking trails, lake cottaging, tourism and tourist facilities, and wildlife reserves.

2.0.0; PATTERNS #26, p.39

3.6.7 Reserve Land

The Commission might establish a policy dealing with land dedication in relation to Municipal, School and Environmental Reserve, with particular emphasis upon the relationship between reserve land and parks/open space. For example, the requirement that an amount of land, not exceeding 10% of a proposed subdivision, be provided as Municipal or School Reserve may be used to establish land for a linked open space or park system or to achieve other desired recreation goals and objectives. ACT 94 - 101

3.6.8 Commission/ Participation Study

Policies may be developed which outline the role of the Commission in regard to recreation planning and development. These might include policy relating to assistance to municipalities in developing parks and recreational facilities when requested or a possible coordinating role for the Commission when recreation plans transcend municipal boundaries. Future regional recreation studies might also be indicated.

3.6.9 Tourism

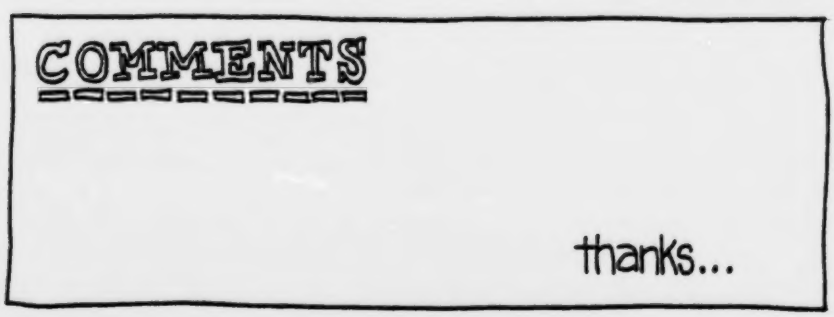
Policy may address recreationally related tourism in the Region specifically dealing with cooperation with Provincial Government agencies responsible for planning, funding and expanding the tourist industry.

3.6.10 Heritage Resources

Policy could involve cooperative initiatives to be undertaken by the Commission with private or public agencies to identify, designate, acquire, develop and make accessible historical and archaeological sites; opportunities for the Commission to increase the general awareness of heritage resources; and opportunities to assist individuals and organizations to take advantage of Provincial and Federal heritage preservation programs.

3.6.11 Integration

Policy may address the potential of integrating heritage resources into the open space system and as a component of a tourism development program.



Chapter 4: RURAL MUNICIPALITIES

4.1.0 BACKGROUND STATEMENT

This Chapter is about planning in the rural parts of the Region and indicates the kind of land use pattern which the Commission considers necessary to achieve Regional Goals and Objectives. Policy includes agriculture as a land use and major industry; growth in unincorporated settlements in the form of hamlets and multi-parce country residential subdivision; and the type and location of industry suited to the rural environment.

4.1.1 RURAL PLANNING ISSUES IN THE PEACE RIVER REGION

The following concerns and issues are addressed by policy:

4.1.1.1 the preservation of the more potentially productive land in the Region for agriculture;

4.1.1.2 the recognition that land lost in the older, established agricultural areas cannot be replaced by opening new land elsewhere;

4.1.1.3 the encroachment of competing land uses which reduce the freedom to assemble farmland into efficient units and drive up land costs through speculation; in particular country residential and industrial development;

4.1.1.4 the freedom required by farmers to manage their operations without undue interference through land use control;

4.1.1.5 the necessity for Hamlets to provide convenience commercial and industrial services and act as focal points for the rural community;

4.1.1.6 the recognition that in much of the Region no new Hamlets are necessary or justifiable and many existing Hamlets have a questionable future viability;

4.1.1.7 the retention of the traditional identity and character of Hamlets, when rural communities experience urban-oriented population growth;

4.1.1.8 the provision of sewer and water services in Hamlets;

4.1.1.9 the competition between Urban Municipalities and Hamlets for urban development, in particular dormitory residential;

4.1.1.10 lifestyle conflicts between acreage residents and the farm community with respect to nuisance and municipal services expectations;

4.1.1.11 the economical servicing of country residential subdivisions with respect to taxes and environmental suitability;

4.1.1.12 the recognition that other considerations may be more important than the quality of agricultural land when selecting industrial sites near Urban Municipalities;

4.1.1.13 the need for joint planning when rural development takes place near Urban Municipalities; and

4.1.1.14 the necessity for development in rural areas to take place in a way which is beneficial to the Region as a whole.

4.1.2 PREMISES BASIC TO POLICY

Policy is based on the following assumptions regarding rural development in the Peace River Region:

4.1.2.1 The agriculture industry is a user of extensive land areas with individual farm sizes continually increasing and an emphasis on grain production.

4.1.2.2 Land which is capable of supporting viable agricultural operations is a limited resource and the better land is being farmed.

4.1.2.3 An effective farming environment needs a large number of functioning farms; it is much easier to maintain the operation of a farm in the milieu of an agricultural area that has developed a complete network of mutually-supportive functions than in an area with few farms and few farm-related functions.

4.1.2.4 The farming area must provide freedom for each farm operation to assemble or dissemble farmland into efficient units; farming should not be confined by restrictions on operations of the farm due to the encroachment of other uses.

4.1.2.5 Sufficient good farmland must be available so that it is possible to increase or decrease areas under active cultivation.

4.1.2.6 A farming area must comprise an extensive land base exhibiting a consistent medium to high soil capability for crop production.

4.1.2.7 A sense of community and relative stability of the socio-economic structure is important for the development of an agricultural area; rapid changes in the socio-economic structure cause strain in the community; changes should occur in pace with the ability of the community to adapt.

4.1.2.8 For successful agriculture, the land price structure should be relatively low and land uses leading to increasing prices should be discouraged.

4.1.2.9 Agriculture is the most appropriate use for productive agricultural soils and other uses are of secondary importance on these lands.

4.1.2.10 Home and farm occupations are spin-offs from existing uses and should be permitted in the farming area, but such uses should not require a subdivision.

4.1.2.11 Industrial land uses should not be located on prime agricultural land.

4.1.2.12 Hazardous, noxious or toxic industries are generally more suitable in a rural location away from residential concentrations than in an urban location.

4.1.2.13 Public utilities and natural resource extractive industries are site-specific and must be located near the particular resource.

4.1.2.14 Agricultural related industries may be suitable in either a rural or urban location.

4.1.2.15 All rural industrial uses should be located within industrial parks except those industries requiring a specific site.

4.1.2.16 Industrial parks located near urban centres may require different site and locational criteria than industrial parks beyond the urban influence; the types of industry appropriate to each may also differ.

4.1.2.17 Industrial uses should be situated within the Region such as to support the existing settlement pattern and availability of services.

4.1.2.18 The unincorporated settlements include three basic types:

(i) A number of rural settlements have lost their former prominence due to changes in transportation modes and the evolution of the agricultural industry; these changes have resulted in a lesser need for small service centres and, over time, many of these settlements will be assimilated into the rural landscape.

(ii) Other communities have changed very little over time and continue to provide a local service function to their rural surroundings; these Hamlets should retain their traditional identity and, although substantial growth is not anticipated, it will be necessary to provide for the growth that will occur.

(iii) Certain unincorporated centres have received a share of the growth of the Region and along with their rural service function also provide a residential alternative to the larger urban communities; future growth will depend on the general growth potential within an area and the attraction or convenience of the centre in relation to other communities and the proximity of Urban Municipalities.

4.1.2.19 The best interest of the Region will be served if Hamlets do not compete directly for growth and development with small Urban Municipalities.

4.1.2.20 Hamlets must provide a broader variety of goods, services and residential opportunities when no Urban Municipality is located in the primary service area.

4.1.2.21 A major share of the rural non-farm population can be attributed to country residence owners.

4.1.2.22 Throughout the Region, the majority of country residential subdivisions have been isolated parcels.

4.1.2.23 The Grande Prairie commutershed and, to a lesser degree the Town of Peace River commutershed represent the significant concentrations of existing multi-parcel country residential subdivisions, and the demand for multi-parcel country residential subdivisions will continue to be considerably less in the remainder of the Region.

4.1.2.24 Country residential living offers an alternative to an urban lifestyle for those seeking a more rural environment.

4.1.2.25 The demand for multi-parcel country residential parcels will continue at a similar or lesser proportion to the residential demand within urban centres.

4.1.2.26 Rural Municipalities and Urban Municipalities must have basic and distinct roles if the Region is to develop to it's fullest potential.

4.2.0 OBJECTIVES ADDRESSED BY POLICY

Policy addresses the following objectives related to Goals A, E, F, H and G.

- To conserve the agricultural land base and to encourage the maintenance and growth of the agricultural industry.
- To encourage community identity.
- To encourage an adequate supply and choice of housing.
- To ensure the that service needs of the rural community are met.
- To guide the expansion of settlements in ways which complement the existing and future patterns of land uses.
- To minimize conflicts among land uses.
- To examine and provide guidelines for development in rural/urban fringe areas.
- To provide for economic and efficient use of services.
- To develop guidelines for non-farm development in rural areas.
- To provide a planning framework which will contribute to efficient decision making by local councils and boards.

4.3.0 POLICY DIRECTIONS

4.3.1 The Commission maintains that the dominant land use in rural areas should be farming. Non-agricultural land use will be directed to areas with low agricultural capability, however, the intrusion of competitive types of land uses should be controlled to ensure the viability of functioning farming areas. Compatible, non-competitive activities can exist along with farming and such activities which are essential and supportive to the agricultural industry should be planned for in rural areas.

The Regional Plan is intended to provide for both extensive and intensive agricultural uses in areas conserved for agriculture to ensure maximum flexibility for farm operators to engage in differing types and sizes of agricultural operations. Also the Plan endeavours to maximize opportunities for expansion and modernization of agricultural service and supply functions and transportation facilities.

4.3.2 The Commission also maintains that the role of Hamlets should be to provide a local focus for the surrounding rural areas and contain convenience services such as service stations, a general store, a community centre, and churches. The Commission also acknowledges that a few Hamlets may exceed this general role because of their size, location and isolation relative to the nearest urban centre. The intent of these policies is to provide Rural Municipalities with a number of options respecting their unincorporated settlements. For the settlements that are declining these policies may not be necessary. For the Hamlets with a stable economy the policies provide for continuity of their identity and accommodation of growth through infilling. For the growing Hamlets, the policies provide guidelines for municipalities to manage this growth and plan for eventual expansion and possible incorporation.

4.3.3 The Commission wishes to encourage municipalities to direct multi-parcel country residential subdivisions into selected locations that are physically suitable for low density development. Suitable locations should be within a commuting distance of urban centres, possess attractive physical amenities, and have a generally low capability for agriculture. Within general guidelines and criteria set out in this Plan, the Commission is endeavouring to provide sufficient direction for municipalities to plan for and manage this growth.

4.3.4 Although the majority of industrial development will be directed to urban centres, the Commission maintains that certain types of industry should be located in a rural setting and others require a rural location because of site specific considerations. Industries that primarily serve the rural community and do not require serviced land and those that may be land extensive in nature, do not constitute the best and highest use of urban land and thus are more economically located in the rural area. Other types more suited to a rural location include resource extraction and similar industries requiring a specific site as well as hazardous, toxic and noxious industries that cannot co-exist compatibly within the urban environment. The Commission further maintains that rural industrial activity should be confined to industrial parks except for uses that by their nature require alternative consideration. The Commission also indicates that the development of industries in rural areas should serve to support the existing settlement pattern in the Region.

4.4.0 TECHNICAL JUSTIFICATION

This is a complex policy chapter supported by a multi-faceted rationale. Some of the reasons for the techniques used are:

4.4.1 Providing regional level criteria to designate land for various general land uses allows detailed decisions regarding boundaries, land uses and subdivision design to be made at the local level thus establishing a definite relationship between the two kinds of planning.

4.4.2 Three agricultural designations allow greater flexbility in preserving varying qualities of farmland while acknowledging a concern for all agricultural land uses.

4.4.3 Two types of Hamlets recognize that a few Hamlets may have to grow substantially while most remain as small rural settlements.

4.4.4 Joint planning around Urban Municipalities is directed toward resolving issues common to adjoining municipalities at the local level.

4.4.5 Steering rural industrial land uses to areas around Urban Municipalities is intended to reinforce and compliment the existing regional settlement and service center pattern and take maximum advantage of existing infrastructure and labor pools.

4.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to periodically establish policy validity and effectiveness:

4.5.0.1 request the cooperation of Alberta Agriculture in assessing the rate of farm consolidation and evaluating the effects of changes in farming practices;

4.5.0.2 prepare an annual report for each Rural Municipality indicating the land area subdivided for non-agricultural uses;

4.5.0.3 encourage municipalities to publish annual reports describing development activity within their boundaries; where requested, the Commission may assist in the preparation of such reports;

4.5.0.4 if requested by, and in cooperation with, a municipality, maintain a data bank of approved and developed lots for industrial and country residential purposes;

4.5.0.5 encourage municipalities to carry out census within areas designated for Hamlets and Country Residential on an annual or bi-annual basis; the Commission may provide assistance on request;

4.5.0.6 review all planning documents, land use bylaws and amendments for compliance with the policies and advise municipalities accordingly; and

4.5.0.7 periodically request comments from Rural Municipalities regarding the criteria for the rural land use designations.

POLICY

4.6.0 GENERAL

Zones

4.6.0.1 This Chapter applies in the Rural and Urban-Rural Fringe Zones unless otherwise specified. 6.6.0

Planning Strategy and Environmental Policy

4.6.0.2 This Chapter is intended to support the Planning Strategy for Growth and Development and the Environmental Policy of this Plan; and if an element of doubt exists regarding the meaning or application of a part of this Policy, an interpretation should be made which is compatible with these other aspects of this Plan. PART 3; 2.0.0

Farming Environment

4.6.0.3 The creation and maintenance of an environment conducive to farming in these parts of the Region where agriculture is the focus of the economy is supported through: 4.6.1

(i) optimizing opportunities for development of the agriculture industry; and

(ii) limiting the encroachment of non-farm uses which, individually or collectively, would be detrimental to agriculture.

New Agricultural Land

4.6.0.4 The Commission shall give high priority to co-operating with Provincial agencies and Rural Municipalities in expediting, in an orderly and well planned fashion, the opening of land for agricultural purposes in areas where the long term economic benefits of agricultural use outweigh the benefits of competing uses.

Rural Designations

4.6.0.5 Under this Policy, the following designations may be applied to areas in a Rural Municipality:

(i) Prime Agricultural
(ii) Secondary Agricultural
(iii) Marginal Agricultural
(iv) Country Residential
(v) Hamlet
(vi) Hamlet Center

While these designations are to be applied by a municipality through its local planning documents and land use bylaw, they do not represent specific land use bylaw districts. A municipality may wish to create a variety of districts, compatible with the policy of this Plan, in an area under a particular designation.

Maximum and Minimum

4.6.0.6 The maximum and minimum areas and numbers specified in this Policy are not intended to eliminate such lesser maximums and greater minimums as may be prescribed in a Land Use Bylaw.

FAR and CLI

4.6.0.7 References in this Policy to Farmland Assessment Rating (FAR) shall substitute Canada Land Inventory (CLI) Capability for Agriculture ratings when a particular parcel of land is not assigned a specific nummerical FAR.

Accuracy of CLI

4.6.0.8 The Commission may accept whatsoever evidence it deems appropriate and attribute an approximate Farmland Assessment Rating to a parcel or part of a parcel when the accuracy of the CLI rating is in dispute.

The following conversions shall be used:

FAR	CLI
+40%	1, 2, 3
28 - 40%	4
9 - 27%	5
-28%	5, 6, 7, 0

Home and Farm Occupations

4.6.0.9 The subdivision of a parcel of land from a quarter section for a Home Occupation or Farm Occupation shall not be permitted. Where a subdivision is required, it shall be considered and evaluated as other than a Home Occupation or Farm Occupation.

Prime Agricultural

4.6.0.10 Within a Rural Municipality, all lands shall be considered by the Commission as being Prime Agricultural and the policies respecting Prime Agricultural areas shall apply unless, or until, designated otherwise in a Land Use Bylaw in accordance with the policies and spirit of this Plan. 4.6.1.6.2

Assistance

4.6.0.11 The Commission may assist in the designation of areas under this Policy at the request of a municipality.

4.6.1 AGRICULTURAL PRESERVATION

Agricultural Value

4.6.1.1 Recognizing that most farmland is comprised of a mixture of soil types with varying capabilities, criteria is established in this Policy to enable municipalities to designate agricultural areas which should be preserved for farming purposes. The major factors in determining the agricultural value shall be:

(i) the percentage area of a parcel that has a consistent capability for producing a crop; and

(ii) the number of similar high capability parcels in the immediate vicinity.

Conservation

4.6.1.2 To conserve the best farmlands for agricultural use, parts of Rural Municipalities should be designated Prime Agricultural and Secondary Agricultural in accordance with the policies of this Plan. 4.6.1.6 4.6.1.7

Non-Farm Development

4.6.1.3 To allow greater flexibility for non-farm development in locations of lesser agricultural significance, parts of Rural Municipalities may be designated Marginal Agricultural and Country Residential in accordance with the policies of this Plan. 4.6.1.8 4.6.5

Minimize Loss of Agricultural Land

4.6.1.4 The loss of the best agricultural land shall be minimized:

(i) in an area designated Prime Agricultural, by permitting subdivisions only for uses that are essential for, or beneficial to, agriculture; and 4.6.1.6.2 4.6.3.3.3 4.6.5.1

(ii) in an area designated Secondary Agricultural, by permitting subdivisions for a limited range of non-farm uses provided such uses are not located on a part of a parcel having a Farmland Assessment Rating exceeding 40%; and 4.6.1.7.2

(iii) by directing the majority of subdivisions for non-agricultural uses into areas designated Marginal Agricultural. 4.6.1.8.2 4.6.7.9

Isolated Quarter Sections

4.6.1.5 Where four (4) or fewer contiguous quarter sections which qualify under a specific designation, are isolated by one or more otherwise designated area(s), then these quarter sections may be included as part of the latter designated area(s), provided the latter designated area(s) is larger.

Prime Agricultural

4.6.1.6 To conserve the prime agricultural areas for agricultural land uses, a Council may designate parts of its municipality Prime Agricultural provided the areas designated:

(i) conform with the provisions of this Plan; and
(ii) conform with any statutory plan in effect.

Prime Agricultural Criteria

4.6.1.6.1 An area designated Prime Agricultural should comprise:

(i) Contiguous Quarter Sections each having a Farmland Assessment Rating exceeding 40% for a minimum of 50% of the quarter section; and 4.6.0.7

(ii) such other lands as the municipality may deem appropriate.

Permitted Subdivision

4.6.1.6.2 Within areas designated Prime Agricultural, creation of parcels less than a quarter section shall be only for the purposes of farm consolidation, Intensive Agricultural Operations or other agricultural land uses, isolation of a Farmstead or Cut-off Parcel, or for permitted Rural Industrial or Highway Commercial uses as provided for in this Regional Plan and subject to a Land Use Bylaw.

Non-Farm Density

4.6.1.6.3 In an area designated Prime Agricultural, the maximum Non-Farm Parcel density per quarter section or per river lot shall be one (1) parcel except on a quarter section or river lot containing a rural industrial park.

Secondary Agricultural

4.6.1.7 To conserve additional valuable agricultural areas for agricultural land uses, a Council may designate parts of its municipality Secondary Agricultural provided the areas designated:

(i) conform with the provisions of this Plan; and
(ii) conform with any statutory plan in effect.

Secondary Agricultural Criteria

4.6.1.7.1 An area designated Secondary Agricultural should comprise:

(i) Contiguous Quarter Sections each having a Farmland Assessment Rating exceeding 28% for a minimum of 50% of the quarter section and which do not qualify for designation as Prime Agricultural except as provided for in 4.6.1.5. 4.6.0.7

(ii) such other lands as a municipality may deem appropriate.

Permitted Subdivision

4.6.1.7.2 Within areas designated Secondary Agricultural, creation of parels less than a quarter section shall be only for the following land uses, subject to a Land Use Bylaw:

(i) farm consolidation, Intensive Agricultural Operations or other agricultural land uses;
(ii) Isolated Country Residential Subdivisions;
(iii) Rural Industrial or Highway Commercial uses.

Non-Farm Density

4.6.1.7.3 In an area designated Secondary Agricultural the maximum Non-Farm Parcel Density per quarter section shall be two (2) parcels except on a quarter section containing a rural Industrial Park. The maximum non-farm density shall be one (1) parcel for a river lot of 80 acres or less and two (2) parcels for a river lot exceeding 80 acres except on a river lot containing a rural Industrial Park.

Marginal Agricultural

4.6.1.8 To allow some opportunity for non-farm development in marginal agricultural areas, a Council may designate parts of its municipality Marginal Agricultural provided the areas designated:

(i) conform with the provisions of this Plan; and
(ii) conform with any statutory plan in effect.

Marginal Agricultural Criteria

4.6.1.8.1 An area designated Marginal Agricultural shall comprise Contiguous Quarter Sections each having a Farmland Assessment Rating less than 29% for more than 50% of the quarter section except as provided for in 4.6.1.5. 4.6.0.7

Permitted Subdivision

4.6.1.8.2 Within areas designated Marginal Agricultural, creation of parcels less than a quarter section shall be only for the following land uses, subject to a Land Use Bylaw:

(i) farm consolidation, Intensive Agricultural Operations or other agricultural uses;
(ii) Isolated Country Residential Subdivisions;
(iii) Rural Industrial or Highway Commercial uses.

Non-Farm Density

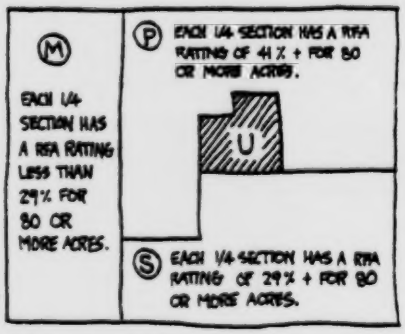
4.6.1.8.3 In an area designated Marginal Agricultural, the maximum non-farm density per quarter section shall be three (3) parcels except on a quarter section containing a Rural Industrial Park. The maximum non-farm density shall be one (1) parcel for a river lot of 50 acres or less, two (2) parcels for a river lot of 50 to 105 acres, and three (3) parcels for a river lot exceeding 105 acres except on a river lot containing a rural Industrial Park.

DIAGRAM 4.6.1
DESIGNATION OF AREAS AS PRIME AGRICULTURAL, SECONDARY AGRICULTURAL, AND MARGINAL AGRIC.

REGIONAL PLAN PROVIDES CRITERIA FOR RURAL MUNICIPALITIES TO DESIGNATE AREAS.

(P) PRIME AGRICULTURAL
(S) SECONDARY AGRIC.
(M) MARGINAL AGRIC.

POLICIES: 4.6.1.6, 4.6.1.7 4.6.1.8


(M)
EACH 1/4 SECTION HAS A RSA RATING LESS THAN 29% FOR 80 OR MORE ACRES.
(P) EACH 1/4 SECTION HAS A RSA RATING OF 41% + FOR 80 OR MORE ACRES.
U
(S) EACH 1/4 SECTION HAS A RSA RATING OF 29% + FOR 80 OR MORE ACRES.

REGIONAL PLAN ALLOWS FOR S AREAS TO BE INCLUDED AS P AND M AREAS TO BE INCLUDED AS S AND P, BUT NOT THE CONVERSE (EXCEPTION FOR ISOLATED QUARTER SECTIONS).

POLICIES: 4.6.1.5

4.6.2 INTENSIVE AGRICULTURE

4.6.2.1 A subdivision application for an Intensive Agricultural Operation shall not be approved unless the Subdivision Approving Authority considers such of the following matters as are applicable and satisfies itself that the application should be approved:

Subdivision Criteria

(i) the size of the proposed lot and residual lot,

(ii) the relationship of the proposed use to other land uses and buildings in the vicinity,

(iii) the economic viability of the proposed use,

(iv) the financial ability of the applicant to undertake the proposal,

(v) the experience and expertise of the applicant related to the proposal,

(vi) the environmental impact of the proposed use, 2.6.6.2.5

(vii) in the case of livestock feeding lot applications, decision reports from the Department of Agriculture and the Department of Environment pursuant to the Confinement Livestock Waste Management Code of Practice, and recommendations from the Health Unit for the municipality in which the land is located.

(viii) recommendations from the Department of Agriculture,

(ix) the suitability of the land for the proposed use,

(x) the intent and requirements of statutory plans and the Land Use Bylaw, and

(xi) other matters considered relevant by the SAA.

4.6.2.2 If, as a result of a subdivision application for an Intensive Agricultural Operation, another use is also proposed, the Approving Authority shall not approve the application unless it is satisfied that the other use is, in fact, a subsidiary use only.

Subsidiary Use

4.6.3 GENERAL NON-AGRICULTURAL DEVELOPMENT

4.6.3.1 The Commission shall endeavour to minimize the unnecessary fragmentation of agricultural land and disruptions to farming activities caused by conflicting or competing land uses located within areas designated as Prime and Secondary Agricultural. In this regard the Commission shall actively support the agricultural sector in minimizing the impact of development associated with:

Impact of Development

(i) resource exploration 8.0.0
(ii) energy transmission
(iii) routing of roads and railways
(iv) other major non-agricultural development

4.6.3.2 Subdivision for Public Utilities, communication and transportation facilities, and historic sites that require or are limited by specific siting criteria may be permitted within areas designated as Prime and Secondary Agricultural. ACT 3

Site-specific Subdivision

Non-Farm Density

4.6.3.2.1 Subdivision for the uses listed in 4.6.3.2 shall be exempt from the calculation of Non-Farm Parcel Density per quarter section. 4.6.1.6.3 4.6.1.7.3 4.6.1.8.3

Isolated Country Residential

4.6.3.3 Isolated Country Residential subdivisions may be permitted in accordance with the General Rural Residential policies, the Environmental Policies and the following policies and subject to a Land Use Bylaw. 2.0.0 4.6.4

Farmstead Subdivision

4.6.3.3.1 A Farmstead subdivision shall be limited in size to the extent of the original Farmstead, as defined by physical characteristics and vegetation, and other land reasonably required for access to the Farmstead; and should not exceed ten (10) acres in area. (WAIVER REQUIRED) REG. 22

Farmstead in Prime Agricultural Designation

4.6.3.3.1.1 Within an area designated Prime Agricultural, where the Subdivision Approving Authority deems that exceptional conditions warrant, a Farmstead subdivision may be approved notwithstanding 4.6.1.6.3 provided:

(i) the loss of land due to subdivision does not seriously compromise the agricultural use of the balance of the parcel;

(ii) there is sufficient evidence that the costs of returning the land to agricultural use would be uneconomical; and

(iii) where the Farmstead is not the first parcel to be separated from the quarter section, a waiver is granted by the Alberta Planning Board. REG. 21

Farmstead Criteria

4.6.3.3.1.2 For the purposes of 4.6.3.3.1, a Farmstead may only be allowed where the existing buildings, or other physical features have been in existence for at least six months and the land has been owned by the applicant for a minimum period of three years.

Cut-off Parcel

4.6.3.3.2 An application for subdivision of a Cut-off Parcel may be approved:

(i) if, in the opinion of the Subdivision Approving Authority, it is impractical to farm the cut-off area, either independently or as part of a larger operation including nearby lands;

(ii) if the parcel size does not exceed 20 acres of arable land; and

(iii) if a waiver is granted by the Alberta Planning Board when required. REG. 22

Single Parcel Prohibited

4.6.3.3.3 Subdivision for a Single Parcel shall not be permitted within an area designated Prime Agricultural.

Single Parcel Size

4.6.3.3.4 Within areas designated as Secondary Agricultural or Marginal Agricultural, a Single Parcel should be a maximum of three (3) acres or such larger area as may be necessary to accommodate on-site services. 2.6.6.3

Farmland Assessment Rating

4.6.3.3.4.1 A single parcel shall not be located on land having a Farmland Assessment Rating exceeding 40%; 4.6.0.7

Subdivision Regulations

4.6.3.3.4.2 The subdivision of a Single Parcel that

(i) is located on land having a Farmland Assessment Rating of 28-40%; and

(ii) is not the first parcel to be separated from the quarter section, REG. 21

shall require a waiver by the Alberta Planning Board.

4.6.4 GENERAL RURAL RESIDENTIAL

Minimum Separation Distance

4.6.4.1 In a Rural Municipality, a residential subdivision or development shall not be approved on lands located closer than the minimum separation distance, as required in the Subdivision Regulations, for: REG. 12; 11.1

(i) sour gas facilities,

(ii) a parcel of land containing a livestock feedlot, sewage treatment plant or lagoon, or Solid Waste Disposal site;

or such greater minimum separation distance as determined by the Approving Authority.

Development Restrictions

4.6.4.2 In a Rural Municipality, a residential subdivision or development should not be permitted on lands:

(i) within a 30 or greater Noise Exposure Forecast contour determined pursuant to any applicable Airport Vicinity Protection Area Regulations. ACT 142.1

(ii) located within 1500 feet of a Hazardous, Noxious or Toxic Industrial Use.

(iii) located closer than a greater minimum separation distance, as may be deemed necessary by the Approving Authority, in (i) and (ii).

(iv) subject to flooding, subsidence, erosion, groundwater inundation, slope failure or excessively steep topography. 2.6.4

(v) composed of highly impermeable sub-surface materials resulting in probable groundwater contamination where water supply and sewage disposal are proposed on the same site. 2.6.6

(vi) composed of highly impermeable sub-surface materials preventing adequate absorption of effluent from a septic disposal system. 2.6.6

Mobile Home Park

4.6.4.3 In a Rural Municipality, a mobile home park may be permitted only in a Hamlet or Hamlet Centre.

4.6.5 COUNTRY RESIDENTIAL DESIGNATIONS

4.6.5.1 To accommodate demand for Multi-Parcel Country Residential Subdivisions, a Council may designate part of its municipality Country Residential provided the area designated:

Country Residential

(i) conforms with the provisions of this Plan; and

(ii) conforms with any statutory plan in effect; and

(iii) would not qualify to be designated Prime Agricultural. 4.6.1.6.1

Permitted Subdivision

4.6.5.2 Multi-Parcel Country Residential Subdivisions shall be permitted only in areas designated Country Residential.

4.6.5.3 Areas designated as Country Residential:

Country Residential Criteria

(i) shall comprise a minimum area of three Contiguous Quarter Sections each having a Farmland Assessment Rating less than 29% for more than 50% of the quarter section; 4.6.0.7

(ii) may also comprise quarter sections having a Farmland Assessment Rating less than 41% for more than 50% of the quarter section provided the quarter section is contiguous to a minimum of two quarter sections described in (i); 4.6.0.7

(iii) should be located within a twenty (20) mile travel distance of a city or town so as to limit commuting time to approximately thirty (30) minutes;

(iv) should have immediate access to an all weather road;

(v) should possess landscape amenities such as rolling topography, natural tree cover and/or scenic vistas;

(vi) should not be located within the vicinity of livestock concentrations;

(vii) should not be located within areas identified as possessing high capability for recreation; and

(viii) should not be located within areas identified by the Fish and Wildlife Division of Energy and Natural Resources as a critical habitat for wildlife:

(xi) should have a capacity to supply potable water and dispose of sewage affluent at a rate appropriate to the density proposed; and 2.6.5.1.2 2.6.6.2.2

(x) shall only be permitted in an Urban/Rural Fringe Zone in accordance with a Joint General Municipal Plan adopted by the urban and rural municipalities involved.

4.6.5.4 Areas designated as Country Residential should be developed in accordance with an Area Structure Plan describing the following: 2.6.2.2.1.1

Area Structure Plan

ACT 62

(i) the sequence and phasing of development;
(ii) the lot density, either generally or with respect to specific parts of the area designated;

(iii) the general location of major transportation routes and public utilities;
(iv) the general location and extent of open space, environmental reserve, and buffer areas, if required;
(v) the use of land not intended for residential purposes;
(vi) the location of Environmentally Sensitive Areas and Hazard Lands; 2.6.3 2.6.4
(vii) any other criteria the Council deems necessary; and
(viii) where located in an Urban/Rural Fringe Zone, the installation of full or partial servicing if applicable.

Multi-Parcel Country Residential Subdivision

4.6.5.5 Within an area designated Country Residential, a quarter section may be subdivided for Multi-Parcel Country Residential development subject to the following:

Limited Access

4.6.5.5.1 A country residential subdivision shall be developed in accordance with the principle of limiting access along a public roadway for purposes of traffic safety and accordingly, shall provide, wherever the Approving Authority considers appropriate, service roads or internal subdivision roads.

Natural Amenities

4.6.5.5.2 Country residential subdivisions should have regard to the preservation of the natural landscape and attempt to incorporate topographic features, vegetation patterns and scenic qualities into subdivision design.

Required Information

4.6.5.5.3 Multi-Parcel Country Residential Subdivision proposals involving the creation of four (4) or more lots on a quarter section shall include information with respect to: 2.6.2.2.1.1

(i) the phasing of subdivision; and

(ii) topograhic and drainage conditions; and

(iii) water and sewage servicing requirements in compliance with 2.6.6.4 and 2.6.6.5.

Maximum and Minimum Size

4.6.5.5.4 The maximum size of a country residential lot, in a multi-parcel subdivision shall not exceed six (6) acres and the minimum size shall not be less than two (2) acres, subject to a Land Use Bylaw. 4.6.0.6; REG. 22

4.6.5.5.5 Notwithstanding Section 4.6.5.5.4 lots may exceed six (6) acres:

Exception

(i) where topographic, subsoil, surface water or groundwater conditions necessitate larger lot sizes; or REG. 22; 2.6.5.1.2

(ii) in the case of farmsteads. (WAIVER may be REQUIRED) 4.6.3.3.1

Maximum Lot Density

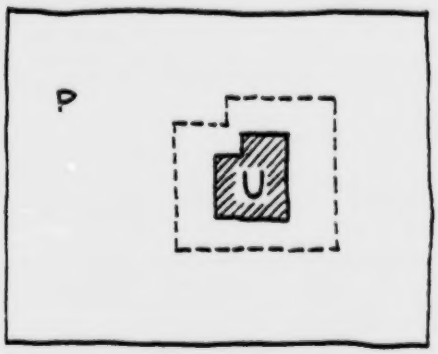
4.6.5.5.6 The maximum lot density per quarter section shall not exceed thirty-two (32) lots or such lesser number as specified in a Land Use Bylaw or in Chapter 2 of this Plan. 2.6.2.2.1.2 4.6.0.6

A.S.P.

4.6.5.5.7 Subdivision shall be in accordance with the Area Structure Plan. 4.6.5.4

DIAGRAM 4.6.5
DESIGNATION OF AREAS WITHIN RURAL MUNICIPALITIES

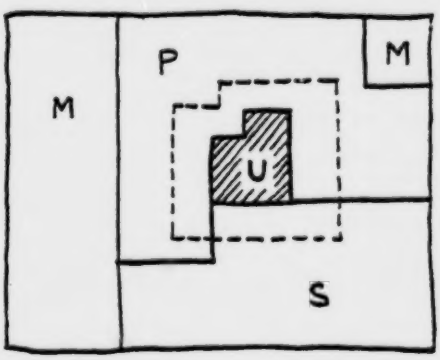
RURAL MUNICIPALITY AROUND AN URBAN CENTRE SHOWING THE URBAN FRINGE AREA



ALL LAND IN RURAL MUNICIPALITY DESIGNATED AS PRIME AGRICULTURAL

POLICIES: 4.6.0.9

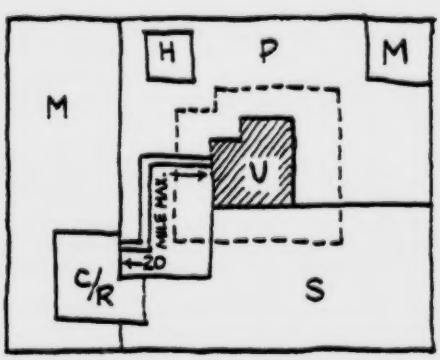
RURAL MUNICIPALITY WITH:
- PRIME AGRIC. DISTRICT
- SECONDARY AGRIC. DIS.
- MARGINAL AGRIC. DIS.



RURAL MUNICIPALITY DESIGNATES ADDITIONAL DISTRICTS IN L.U.B.

POLICIES: 4.6.1.6, 4.6.1.7, 4.6.1.8

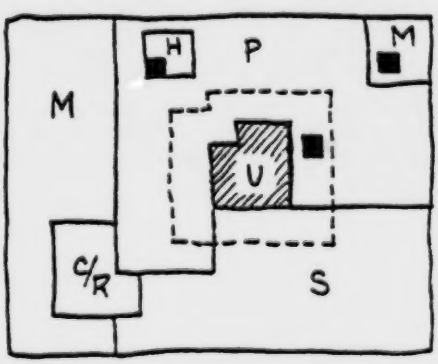
RURAL MUNICIPALITY WITH:
- PRIME AGRIC. DISTRICT
- SECONDARY AGRIC. DIS.
- MARGINAL AGRIC. DIS.
- COUNTRY RESIDENTIAL DISTRICT
- HAMLET



RURAL MUNICIPALITY REDESIGNATES PORTION OF RURAL & SECONDARY AGRICULTURAL DISTRICTS AS COUNTRY RESIDENTIAL DISTRICT;
& DESIGNATES A HAMLET

POLICIES: 4.6.5.3, 4.6.6.8, 4.6.6.11

RURAL MUNICIPALITY WITH:
- PRIME AGRIC. DISTRICT
- SECONDARY AGRIC. DIS.
- MARGINAL AGRIC. DIS.
- COUNTRY RESIDENTIAL DISTRICT
- HAMLET
- INDUSTRIAL PARKS



RURAL MUNICIPALITY DESIGNATES 3 INDUSTRIAL PARKS:
- ■ RURAL INDUSTRIAL PARKS

POLICIES: 4.6.7.9

4.6.6 HAMLETS AND HAMLET CENTRES

Hamlet Types

4.6.6.1 The Plan shall recognize two categories of unincorporated settlement within the Rural Municipality.

(i) Hamlets
(ii) Hamlet Centres.

NOTE: For the purposes of this Policy the terms "Hamlet" and "Hamlet Centre" refer exclusively to unincorporated settlements so designated under this Plan.

No Boundaries

4.6.6.2 Where boundaries for Hamlets and Hamlet Centres have not been specified in a Land Use Bylaw or a General Municipal Plan, the policies respecting AGRICULTURAL PERSERVATION shall apply. 4.6.1

Commercial Uses

4.6.6.3 The development of commercial uses in Hamlets and Hamlet Centres should be complementary to a local convenience commercial and/or Highway Commercial function. 8.6.0

Maximum Lot Size

4.6.6.4 In Hamlets and Hamlet Centres, residential lot sizes should not exceed two (2) acres.

Buffering

4.6.6.5 To enhance the compatibility of land uses in Hamlets and Hamlet Centres, adequate buffering should be provided between potentially conflicting land uses.

Function

4.6.6.6 Hamlets should perform local residential and service centre functions for their respective rural service areas.

Boundaries

4.6.6.7 To allow for limited growth through infilling, a Rural Municipality may establish boundaries around Hamlets.

Boundary Criteria

4.6.6.8 The boundaries of a Hamlet should include only:

(i) the area of existing community development including land subdivided into parcels of less than two acres as of the adoption date of the Regional Plan; and

(ii) additional land or reserve land not to exceed in size the area of existing community development as described in (i). 4.6.0.5

Residual Lands

4.6.6.8.1 The residual lands remaining in the quarter sections shall remain as an Agricultural designation(s).

Expansion of Boundaries

4.6.6.9 The boundaries of a Hamlet shall only be expanded if it is impractical for further development to occur within the boundaries and the community is reclassified as a Hamlet Centre. 4.6.6.11

Subdivision in Hamlets

4.6.6.10 For any subdivision in Hamlets, the Subdivision Approving Authority shall be satisfied that:

(i) soil characteristics are suitable for individual on-site waste disposal; and 2.6.6.4.3

(ii) groundwater or alternative domestic water sources are adequate to supply the existing and proposed development; or 2.6.6.4.1

(iii) if a municipal water or sewer system exists or is proposed, the number of lots created would not exceed the capacity of the systems.

Municipal Water and Sewer

4.6.6.10.1 Municipal water and sanitary sewer systems including treatment facilities should be provided in Hamlets only if required for health or environmental reasons. 2.6.6.5

Hamlet Centres

4.6.6.11 To allow for growth and expansion of specific Hamlets, a Rural Municipality may, within its General Municipal Plan or Land Use Bylaw, classify one or more existing Hamlets as a Hamlet Centre(s) subject to the completion of an Area Structure Plan prepared for the Hamlet in compliance with this Plan. 4.6.6.14

Hamlet Centre Criteria

4.6.6.12 To qualify as a Hamlet Centre, a Hamlet shall satisfy a minimum of three of the following criteria:

(i) serves as a rural residential community consisting of ten (10) or more homes;

(ii) serves as a highway or local commercial centre for the surrounding rural area; 8.6.0

(iii) serves a rural industrial function related to agriculture or resource development;

(iv) serves as a rural educational, institutional, or recreational centre; and

(v) is served by, or has a development density feasible for, central water and/or sewer services or has proven contiguous land areas suitable for development based on private water and septic systems. 4.6.6.4

Boundaries

4.6.6.13 The boundaries of a Hamlet Centre should include:

(i) the area of existing community development including land subdivided into parcels of less than two acres; and

(ii) additional land not to exceed twice the size of the existing developed area of the Hamlet Centre.

Boundary Criteria

4.6.6.13.1 Where feasible within the above limitations the boundaries should correspond to natural development constraints such as surface water features and steep slopes and man-made features including roads, rail lines, utility rights of way, canals, lagoons, and reservoirs.

Residual Lands

4.6.6.13.2 The residual lands remaining in the quarter sections shall remain as an Agricultural designation(s).

Area Structure Plan

4.6.6.14 Hamlet Centres shall be developed in accordance with an Area Structure Plan describing the following:

(i) the general location and extent of land uses;

(ii) the sequence and phasing of development;

(iii) the lot density either generally or with respect to specific parts of the Hamlet Centre;

(iv) the general location of roads and Public Utilities;

(v) the general location and extent of open space, Municipal and Environmental Reserve, and buffer areas, if required;

(vi) the location of Environmentally Sensitive Areas and Hazard Lands, River Corridors and Lakes; 2.0.0

(vii) the boundary of the Hamlet Centre, and

(viii) any other criteria the Council deems necessary.

4.6.6.15 (i) Hamlet Centres adjacent to Highways, shall have service roads or limited access, or both, along the Highway;

Highway Access

(ii) No lot in the Hamlet Centre shall have direct access to the Highway;

(iii) Subsections (i) and (ii) apply only to subdivision undertaken after the date this Plan comes into effect.

4.6.6.16 Municipal water and sanitary sewer systems, including treatment facilities, and storm sewer systems meeting Provincial standards should be provided in Hamlet Centres only: 2.6.6.2.6 2.6.6.5

Municipal Water and Sewer

(i) when a size and density is reached which allows the economical provision of municipal systems; or

(ii) if required for health or environmental reasons.

4.6.6.17 Hamlet Centres shall continue to perform local residential and service centre functions for their respective rural service areas. Expansion of Hamlet Centre boundaries shall be permitted subject to an amendment of the Area Structure Plan when the planned expansion meets the following requirements for growth:

Expansion of Boundaries

(i) the expansion is in accordance with the Planning Strategy for Growth and Development and will maximize benefits to the entire Region. PART 3

(ii) the expansion strengthens the role of the Hamlet Centre as a local residential and agricultural or other resource based service centre;

(iii) adequate educational services are available;

(iv) adequate municipal services are available or will be provided, or sufficient contiguous land areas suitable for development based on private water and septic systems are available;

(v) there is no undue pressure placed on the existing transportation network; and

(vi) the expansion is toward the least valuable agricultural land considering soil capability and other limiting factors for extensive agricultural activities.

4.6.7 RURAL INDUSTRIAL

4.6.7.1 The range of industrial uses which may be allowed in a Rural Municipality, subject to a Land Use Bylaw, shall be limited to the following:

Rural Industrial Uses

(i) a Natural Resource Extractive Industry
(ii) a Home Occupation
(iii) a Farm Occupation
(iv) an Agricultural Industry
(v) a Public Utility
(vi) an Open Storage/Servicing Industry
(vii) a Primary Manufacturing Industry

Conflicts

4.6.7.2 Industrial activities shall not be located where they would conflict with the orderly expansion of an existing Urban Municipality or create conflicts with other land uses through unsightly appearance, generation of high traffic volumes or similar disturbances.

Hazardous, Noxious or Toxic Industrial Uses

4.6.7.3 A use listed in 4.6.7.1 which is a Hazardous, Noxious or Toxic Industrial Use shall not be allowed where it would conflict with existing or proposed development or future urban expansion. The comments of Alberta Environment, Alberta Labour or the local Health Unit, or any other Government agency, may be considered in evaluating the location of such an industrial use.

Conservation

4.6.7.4 The location or siting of an Industrial Park or an industrial activity on a quarter section should be in accordance with the principle of conservation of Prime Agricultural Land and the Environmental Policies. 2.0.0

Prime and Secondary Agricultural Areas

4.6.7.5 A rural Industrial Park shall not be allowed in an area designated Prime Agricultural or Secondary Agricultural except as provided for in 4.6.7.9(ii).

Location of Industrial Activities

4.6.7.6 An industrial activity not located within an Industrial Park shall not be allowed in an area designated Prime Agricultural or Secondary Agricultural except for:

(i) a Natural Resource Extractive Industry,

(ii) a Public Utility, or

(iii) a Farm Occupation.

Industrial Land Use Classes

4.6.7.7 Rural Municipalities are encouraged to provide in their Land Use Bylaws for a system of industrial land use classes, based on performance standards, to insure compatibility among industrial uses located within an Industrial Park. The Commission may assist in the development of such standards.

Rural Industrial Park

4.6.7.8 All industrial uses should be contained in a rural Industrial Park excepting:

(i) a Natural Resource Extractive Industry

(ii) a Farm Occupation

(iii) a Home Occupation

(iv) a Public Utility

Location of Rural Industrial Parks

4.6.7.9 A rural Industrial Park shall only be permitted subject to a Land Use Bylaw and provided it is located:

(i) in an area designated Marginal Agricultural as provided for in this Plan; or 4.6.1.8

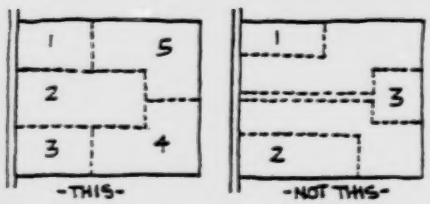
(ii) in an Urban-Rural Fringe Zone in compliance with a Joint General Municipal Plan enacted by the Rural and Urban Municipalities involved; or 6.6.2.3

(iii) in a Hamlet Centre in compliance with an Area Structure Plan. 4.6.6.14

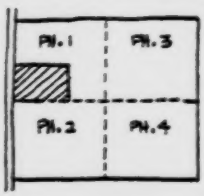
DIAGRAM 4.6.7
INDUSTRIAL PARKS IN RURAL MUNICIPALITIES

A RURAL INDUSTRIAL PARK

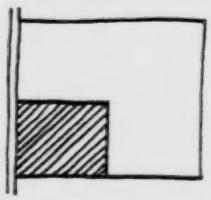
-1- MUST BE DEVELOPED IN CONTIGUOUS PHASES.



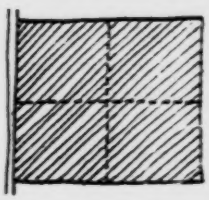
-2- COULD BE DEVELOPED AROUND AN EXISTING INDUSTRY.



-3- COULD OCCUPY ONLY PART OF A QUARTER SECTION.



-4- COULD BE EXTENDED TO OCCUPY ALL OF A QUARTER SECTION.



Hamlets and Hamlet Centres

4.6.7.10 Industrial activities located in Hamlets and Hamlet Centres:

(i) shall be compatible with low density rural residential development, and

(ii) should include only facilities and services directly serving the surrounding agricultural and resource development.

Area Structure Plan

4.6.7.11 Rural Industrial Parks should be developed in accordance with an Area Structure Plan describing:

(i) the phasing of subdivision;

(ii) the installation and construction of roads, services and utilities;

(iii) the types of industrial uses to be contained therein;

(iv) the location and type of existing development in the vicinity;

(v) the proposed measures to reduce the impact of development on existing land uses in the vicinity;

(vi) provisions for open space or buffer strips where required; and

(vii) the number of parcels.

Design	4.6.7.12	The design of a rural Industrial Park in an Urban-Rural Fringe Zone and a Hamlet Center shall recognize the possibility of extending urban services and the eventual resubdivision into smaller size parcels.	6.6.2.3 4.6.6.14
Secondary Commercial Uses	4.6.7.13	A rural Industrial Park shall not allow secondary commercial uses.	
Minimum No. of Parcels	4.6.7.14	A rural Industrial Park shall contain a minimum of three (3) parcels.	

Chapter 5: URBAN MUNICIPALITIES

5.1.0 BACKGROUND STATEMENT

This policy applies to all existing and future Urban Municipalities in the region. These specifically include the city, towns, and villages. This policy is concerned with growth, development and expansion of Urban Municipalities.

5.1.1 CONCERNS AND ISSUES

Policy addresses the following concerns and issues.

5.1.1.1 the impact of growth and development on the existing nature and identity of individual municipalities; and how to provide for beneficial and acceptable changes in this identity;

5.1.1.2 maximizing benefits of growth and development to affected municipalities and the Region;

5.1.1.3 the capacity of the affected municipality to provide physical and social services and infrastructure at a rate which keeps pace with growth;

5.1.1.4 the provision for planned and orderly expansion with a minimum of land use conflicts;

5.1.1.5 how to ensure development is functional and attractive;

5.1.1.6 the maintenance and improvement of central business districts.

5.1.2 PREMISES BASIC TO POLICY

Policy is based on the following premises regarding Urban Municipalities.

5.1.2.1 Urban Municipalities have individual identities and characteristics by virtue of their scale and intensity of development, the image they project, the atmosphere they contain, the variety, mix and range of land uses they support and the roles and functions they perform.

5.1.2.2 The individual identities and characteristics of Urban Municipalities are important at the regional level since they insure a diversity of Urban Municipalities which thereby provide a choice of opportunities and urban living environments for the citizens of the Region.

5.1.2.3 Certain types and rates of growth and development may be more appropriate for certain Urban Municipalities depending on their identities, characteristics and growth objectives.

5.1.2.4 Growth and development may alter the identity and characteristics of Urban Municipalities the results of which may be beneficial or otherwise.

5.1.2.5 Municipal councils should understand and be aware of the impact of growth and development on their Urban Municipalities and approve local planning documents and land use bylaws and make growth and development decisions accordingly.

5.1.2.6 The Commission can play a useful role in assisting municipal councils to identify appropriate types and levels of growth and development for Urban Municipalities.

5.1.2.7 Regional interests and concerns are considered and addressed at the local level.

5.2.0 OBJECTIVES ADDRESSED BY POLICY

Policy addresses the following objectives which are related to Goals E and F.

- To encourage community identity.
- To encourage an adequate supply and choice of housing.
- To ensure that the service needs of the rural community are met.
- To develop guidelines for urban land uses.
- To guide the expansion of settlements in ways which complement the existing and future patterns of land use.
- To minimize conflicts among land uses.
- To examine and provide guidelines for development in the rural and urban fringe areas.
- To provide for the economic and efficient use of services.

5.3.0 POLICY DIRECTIONS

The Commission maintains that the primary role of Urban Municipalities should be as the focus for growth and development in the region. This policy is aimed at making municipal councils more aware of the impact of growth in their communities by encouraging them to methodically evaluate and plan for growth as part of the process of making growth decisions. As such the approach reflected by policy is for the Commission to provide directions for growth and assist in the evaluation of growth while maintaining considerable autonomy for planning and decision making at the local level. Additionally, the policy stresses the Commission's responsibility to identify regional interests and encourage the implementation of these at the local level.

5.4.0 TECHNICAL JUSTIFICATION

As the focus for growth and development, all Urban Municipalities are faced with the responsibility of managing that growth and development to maximize benefits. Management requires the deliberate planning for and evaluation of growth and development. This activity should be undertaken by the municipality in order to maintain local autonomy and to develop skills for management of growth. The role of the Commission is to demonstrate, through policy and ongoing assistance, how this activity may be undertaken. This is done by providing directions and guidelines for planning, expansion, annexation and the creation of new settlements.

5.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness:

5.5.0.1 request local governments of Urban Municipalities to make available annual reports describing development activity within their municipalities; and

5.5.0.2 monitor subdivision activity within Urban Municipalities to identify growth and development patterns.

POLICY

5.6.0 GENERAL POLICY FOR URBAN MUNICIPALITIES

Focus	5.6.0.1 The role of Urban Municipalities as the centers of growth and development is supported; as is the direction of growth and development such that it is sensitive to the individual nature and identity and consistant with the role and function of each Urban Municipality relative to other municipalities in the Region.	PART THREE
Planning Strategy	5.6.0.2 The Commission may assist Urban Municipalities in identifying appropriate types and rates of growth in accordance with the Planning Strategy for Growth and Development.	PART THREE

Minimum Land Supply

5.6.0.3 Urban Municipalities should contain sufficient areas of undeveloped land to properly plan for future growth and development. A land supply which can accommodate anticipated growth and development for a 10 year period is sufficient to permit proper planning. 5.6.3

Growth Management

5.6.0.4 Urban Municipalities are encouraged to manage growth in accordance with their ability and willingness to provide all appropriate services. Appropriate services shall be determined in accordance with the needs and nature of the municipality at the time of consideration.

Monitoring

5.6.0.5 Urban Municipalities are encouraged to undertake monitoring programs aimed at evaluating the fiscal, social and land use impacts of growth and development to the community and establishing whether goals and objectives, as expressed in local planning documents, are being achieved. p. 3-10; A.4

Maintenance of C.B.D.

5.6.0.6 Urban municipalities are encouraged to undertake all reasonable measures to maintain and strengthen their Central Business District. The Commission shall identify senior government funding programs to assist in C.B.D. maintenance and revitalization and may assist Urban Municipalities in applying for and obtaining funds.

5.6.1 FRAMEWORK FOR GROWTH AND DEVELOPMENT OF URBAN MUNICIPALITIES

Advice to Municipalities

5.6.1.1 Urban Municipalities in this Region have a variety of indigenous characteristics which may dictate certain patterns of development. The Commission may analyze the various characteristics of the Urban Municipalities in terms of nature, scale, identity, land use and other criteria. This information will form the basis of advice to municipalities on matters of growth and development. Further to this the Commission may identify urban development principles unique to this Region for the consideration of municipalities.

Guidelines for G.M.P.

5.6.1.2 General municipal plans which are adopted by Urban Municipalities should include, but are not limited to, the following considerations:

Nature

5.6.1.2.1 Statements which consider the nature of the Urban Municipality, express its identity and discuss those characteristics which contribute to their identity.

Role

5.6.1.2.2 Statements which identify the role and function of the Urban Municipality relative to the sub-region and Region. PART THREE

Local Growth Strategy

5.6.1.2.3 A growth strategy which describes the type of growth and development to be encouraged in the municipality, the rate and level of growth and development over time and the anticipated distribution of growth and development. 5.6.2

Evaluation Criteria

5.6.1.2.4 Criteria for evaluating growth and development proposals relative to the growth strategy, goals and objectives of the Urban Municipality as expressed in the local planning document.

Guidelines

5.6.1.2.5 Guidelines for subdivision design, site planning and building design which can be used as the basis for evaluating development proposals at the local level.

Servicing Strategy

5.6.1.2.6 A servicing strategy which outlines the phasing of storm, sanitary and water services and includes standards for physical services required to be supplied for new subdivisions. These standards should be suited to the needs of an urban and concentrated population. 5.6.0.4

Financial Strategy

5.6.1.2.7 A financial strategy which outlines the methods by which financing for all services required to accommodate the desired growth will be secured.

Expansion

5.6.1.2.8 Policies which address the need, extent and directions of future expansion of municipal boundaries. 5.6.3

Social Impacts

5.6.1.2.9 Policies which indicate the means by which social impacts of growth and development will be identified and evaluated.

Compact Development

5.6.1.3 Higher densities and compact development shall be encouraged in those Urban Municipalities which are surrounded by Prime Agricultural Land.

Schools, Recreation, Open Space

5.6.1.4 Urban Municipalities are encouraged to make adequate provisions for school sites, recreation and open space in accordance with anticipated growth and development and where practical to integrate these into sub-regional and regional open space systems.

Joint Planning

5.6.1.5 The Commission shall promote joint planning efforts between Urban and Rural Municipalities to provide for educational, recreational and social services.

5.6.2 EXPANSION OF URBAN MUNICIPALITIES

Expansion With G.M.P.

5.6.2.1 Expansion proposals within Urban Municipalities are supported when proposed expansion is in accordance with the General Municipal Plan and the Land Use Bylaw of the municipality as endorsed by the Commission. 6.6.3.2 5.6.1.2.3

Expansion Without G.M.P.

5.6.2.2 In those cases where no adopted General Municipal Plan and/or Land Use Bylaw exists the Commission shall support expansion proposals within Urban Municipalities in accordance with the following criteria:

(i) Expansion is directed into areas which can be properly serviced in accordance with the municipality's standards for storm, water and sanitary services; 5.6.1.2.6

(ii) Expansion is directed away from Prime Agricultural Land unless alternative locations within the municipality are impractical for expansion;

(iii) Expansion is at a rate which permits the municipality to provide all appropriate services;

(iv) Expansion is in conformity with all appropriate policies of this Plan; and

(v) Expansion is sensitive to the community's residential, commercial and industrial land needs, transportation requirements and development constraints.

Preservation of Agricultural Land

5.6.2.3 In considering directions for internal growth and expansion, Urban Municipalities should take into consideration the following factors pertaining to agricultural land beyond their boundaries which may create future annexation limitations: CHAPTER 4

(i) the relative significance of agricultural designations adjacent to the municipality,

(ii) the relative agricultural value of the farmland adjacent and in proximity to each boundary if the municipality is surrounded by either a Prime or Secondary Agricultural District, and

(iii) the effects of urban expansion on surrounding agricultural operations and on any adjacent municipalities.

Referral

5.6.2.4 Any planning measure or development proposal within an Urban Municipality, which may have some impact on an adjoining Municipality, shall be referred to the adjoining municipality and the Commission for comment before a decision is made thereon. If adjoining municipalities have adopted a joint general municipal plan which has been endorsed by the Commission, referral of the measure or proposal to the Commission is at the discretion of the municipalities affected. 6.6.3.3.4

5.6.3 ANNEXATION POLICY

5.6.3.1 Unplanned, premature or excessive annexations are discouraged. 6.6.3.3

Criteria

5.6.3.2 In evaluating annexation proposals, for the purpose of offering comments or otherwise, the Commission shall consider, but is not limited, to the following criteria:

Planning Strategy

5.6.3.2.1 The proposed annexation shall be in conformity with the Planning Strategy for Growth and Development.

Environment

5.6.3.2.2 The proposed annexation should be sensitive to existing natural resources and the environment. Annexations should result in environmental protection in accordance with the policies of this Plan.

G.M.P. or Joint G.M.P.

5.6.3.2.3 The proposed annexation shall consider the General Municipal Plan and/or Joint General Municipal Plan in existence or preparation and should result in a logical and reasonable expansion of the annexing municipality. 5.6.1.2.8

(i) The land to be annexed and its location should be suited to the use proposed and should be able to be appropriately serviced.

(ii) The proposed use of the land to be annexed should be a logical expansion of existing land use patterns. The proposed uses should be compatible with existing adjacent land uses.

(iii) The proposed annexation should be based on reasonable estimates of land needs for a 10 year period as well as providing reasonable flexibility for unexpected growth inputs.

(iv) The existing uses of land to be annexed should be compatible with future urban uses within the municipality and wherever built up areas occur they should become part of the one municipal administration.

(v) With respect to existing uses which are proposed to be annexed, there should be an assessment of the demand for servicing and the municipality's ability to provide required services.

(vi) The proposed annexation should allow the municipality to provide its residents with all required services and needs.

(vii) Land which is serviced by a municipality should be under the same administration.

Simple Boundaries

5.6.3.2.4 The boundaries of a proposed annexation should be simple and clearly defined, should create a relatively simple shape and should not involve "skip" or "leap frog" annexation.

Financial Burden

5.6.3.2.5 The proposed annexation should not place a financial burden on the municipalities involved.

(i) The municipality annexing the land in question should be financially capable to handle the responsibilities of properly servicing the proposed annexation area.

(ii) The annexation should not create an extreme financial loss for a municipality from which the land is being annexed and thus the annexation should not be solely an attempt to annex revenue producing property.

Negative Impact

5.6.3.2.6 Any negative impact of the annexation on the annexing municipality, the municipality from which the land is annexed and the impact of the proposed uses on the Region should be minimized.

Preservation of Agricultural Land

5.6.3.2.7 Urban annexation shall not encroach into Prime Agricultural Designations where feasible alternative directions for urban expansion are available. Where alternative directions are not available, the following factors respecting Prime and Secondary Agricultural Designations shall be considered: 4.6.1

(i) the relative value of existing and potential agricultural activity;

(ii) inherent limitations for extensive agricultural activities;

(iii) productivity and predominant Farmland Assessment Rating;

(iv) extent and continuity of the agricultural designations.

Joint G.M.P.

5.6.3.3 The adoption of Joint General Municipal Plans by Urban and Rural Municipalities including policies respecting the need, direction, and extent of future proposed urban annexations is supported.

5.6.4 NEW SETTLEMENTS POLICY

Discourage New Settlements

5.6.4.1 The current system of urban and rural settlements is generally adequate to provide for anticipated growth and development over the next 15 years. As such the Commission will discourage the creation of new settlements particularly within the Rural Zone.

Participate With Province

5.6.4.2 The Commission recognizes that the continued development of regional resources such as oil and gas may eventually require the establishment of new settlements particularly in the Frontier Zone. The Commission wishes to participate in an advisory capacity in the planning for new settlements with the Department of Energy and Natural Resources, Municipal Affairs and any other appropriate public or private agency.

5.6.4.3 The Commission will support the creation of new settlements in accordance with the following criteria.

(i) There is a demonstrated need for the new settlement.

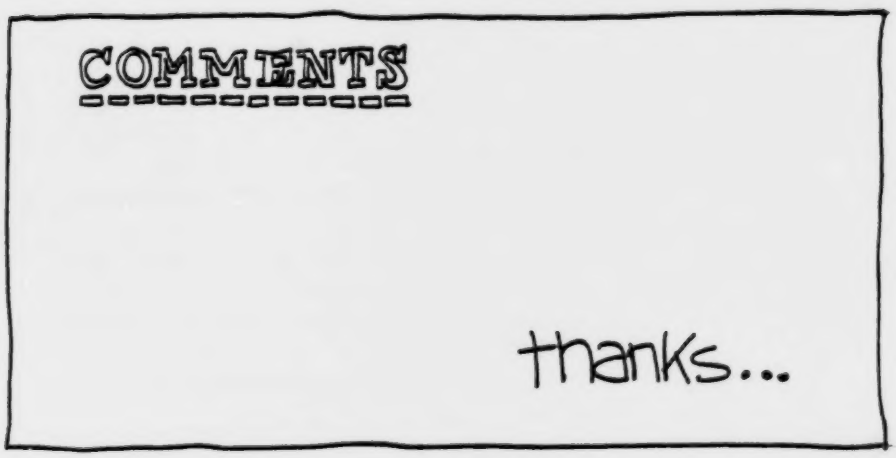
(ii) Existing settlements are not able, by virtue of distance, land uses or otherwise, to provide the services and facilities which may give rise to the need for a new settlement.

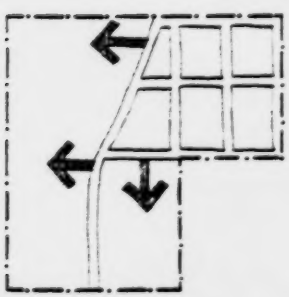
(iii) The new settlement is located in accordance with the environmental policies of this Plan and any other appropriate local or regional policies.

(iv) The new settlement will not directly result in the stagnation or decline of existing Urban and Rural Municipalities in the Region.

5.6.4.4 A planned response to the demand for new settlements is desireable. To this extent the Commission will undertake or participate in research to determine the need for and optimum locations of new settlements and advise any appropriate provincial agency accordingly. The Commission may also undertake New Settlement Studies to determine social impacts and other impacts related to the creation of new settlements.

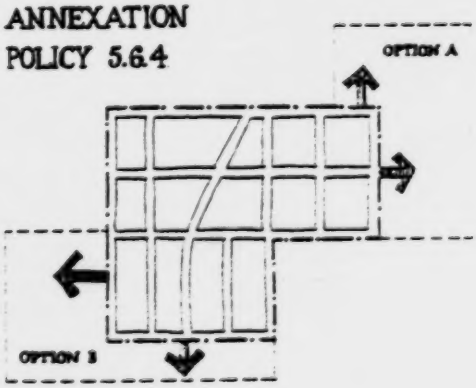
NOTE: This policy shall not be construed as prohibiting the incorporation of hamlets.





EXPANSION POLICY 5.6.3

ANNEXATION POLICY 5.6.4



Chapter 6: LAND USE CLASSIFICATION SYSTEM

6.1.0 BACKGROUND STATEMENT

The Land Use Classification System is intended to provide a framework for planning and land use distribution throughout the Region. It is designed on the premise that the Region is composed of 5 Land Use Zones. Each of these is different in nature and characteristics, problems and issues, roles and functions, anticipated growth demands, uses appropriate to the zone and form, rate and level of appropriate growth and development.

6.1.1 PURPOSE OF THE LAND USE CLASSIFICATION SYSTEM

The Land Use Classification System is intended to accomplish the following:

6.1.1.1 encourage planning for growth and development at the local level;

6.1.1.2 encourage growth and development to be in accordance with the strategy and policies of this Plan;

6.1.1.3 minimize land use conflicts by indicating land use classes appropriate to each Zone; and

6.1.1.4 provide a mechanism for accommodating planned change in every Zone.

PART TWO
SECTION 2

6.2.0 OBJECTIVES ADDRESSED BY POLICY

Policy addresses the following objectives which are related to Goals E, F and G.

- To encourage a choice of lifestyles by providing for a variety of urban and rural settlement types.
- To ensure that the service needs of the rural and urban communities are met.
- To guide the expansion of settlements in ways which complement the existing and future patterns of land use.
- To minimize conflicts among land uses.
- To examine and provide guidelines for development in the rural/urban fringe areas.
- To provide a planning framework which will contribute to efficient decision making by local councils and boards.
- To systematically evaluate and respond to the process of change and development in the Peace River Region.

6.3.0 POLICY DIRECTION

The Land Use Classification System assigns appropriate roles/functions, classes of land use and development characteristics to each Zone. This provides a framework for the preparation of local planning documents. As conditions change in a Zone or part of a Zone (annexations, new growth pressures, etc.) thereby making additional or new land use classes, functions or development characteristics appropriate, a rezoning of the land is required. This re-assignment of regional land use zones is through amendment to the affected General Municipal Plan or Joint General Municipal Plan. This mechanism encourages planning to be undertaken and implemented at the local level. It should be noted that the use of the Land Use Classification System does not preclude a wider variety of districts in local planning documents designed to meet detailed local objectives and conditions.

6.4.0 TECHNICAL JUSTIFICATION

The Region is composed of five fairly distinct areas or "Zones" as identified in policy. In order to achieve the Goals and Objectives of this Chapter it is important to recognize that land use and development has to be sensitive to the nature and characteristics of the Zone. For example, country residential (large lots) land uses are inappropriate in an urban area nor is high density residential appropriate in a rural area. It is also recognized that detailed planning is most successfully undertaken and land use and development most successfully regulated by local government. This

generates the need for a framework identifying and distinguishing roles/functions, land use and development characteristics appropriate for each Zone which can then be used by municipalities to match local conditions with preferred regional land use patterns.

6.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness:

A. periodically review planning documents and land use bylaws to establish whether the Land Use Classification System is being utilized.

B. on a continuing basis, seek comments from local governments as to the effectiveness of the Land Use CLassification System in providing for planned and orderly growth and development within their municipality.

POLICY

6.6.0 DESIGNATION OF LAND USE ZONES

5 Zones

6.6.0.1 The Region is hereby divided into five Zones. These are illustrated on Map Six-6 and are defined as follows:

6.6.0.1.1 Urban Developed Zone

Boundaries

This Zone includes all developed and currently developing lands within the corporate boundaries of all Urban Municipalities in the Region. Urban Municipalities specifically include all existing and future cities, towns, new towns and villages. BOUNDARIES

6.6.0.1.2 Urban Undeveloped Zone

This Zone includes all undeveloped lands within an Urban Municipality.

6.6.0.1.3 Urban-Rural Fringe Zone

This Zone includes lands up to 5 miles beyond the corporate boundaries of any city and 2 miles beyond the corporate boundaries of all towns, and villages.

6.6.0.1.4 Rural Zone

This Zone includes all lands beyond the Urban-Rural Fringe zone and withint he Provincial Yellow Zone.

6.6.0.1.5 Frontier Zone

This Zone includes all lands in the Region not included in the Urban, Urban-Rural Fringe or Rural Zones. It can be generally described as the Provincial Green Zone.

6.6.1 OPERATION OF LAND USE ZONES

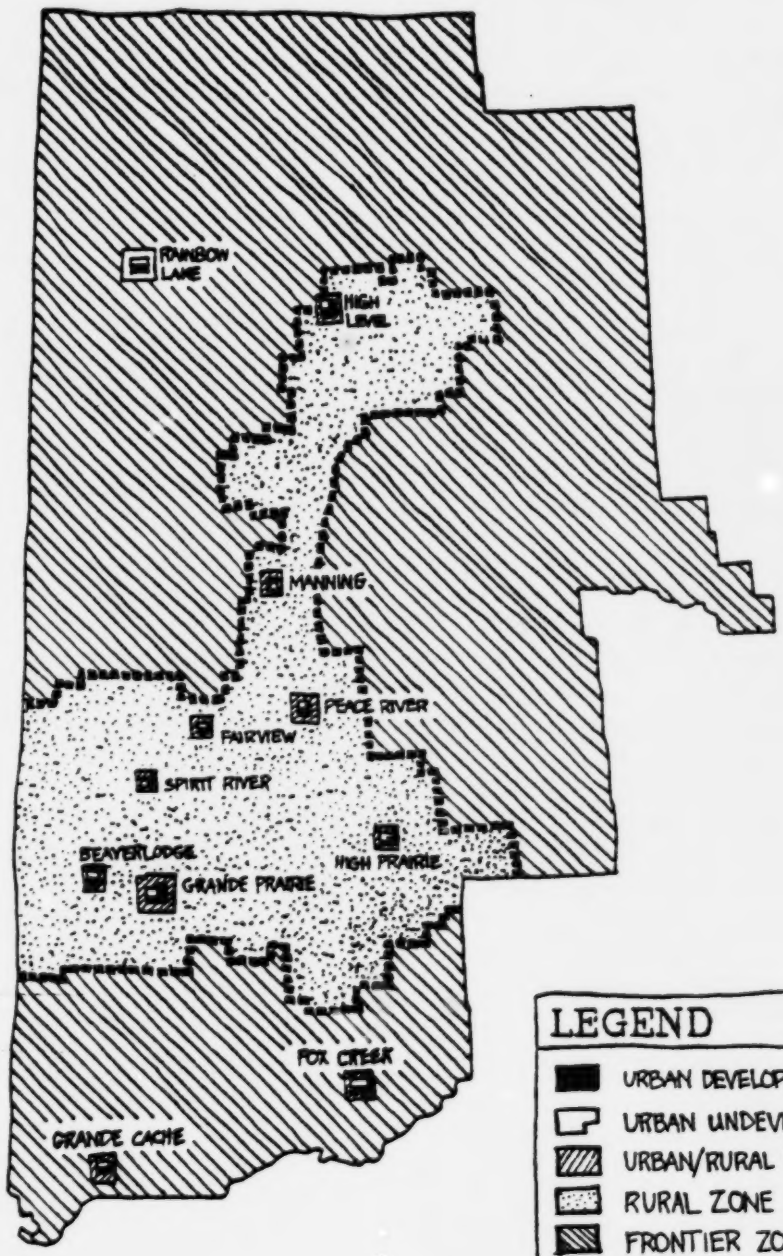
Local Planning Documents

6.6.1.1 Applicable Zones should be incorporated into local planning documents.

Use of Development Characteristics

6.6.1.2 The Commission shall use the development characteristics of all Zones as a basis for deciding upon subdivision applications and offering advice or comment to municipalities. All municipalities should, in the course of preparing, adopting and using local planning documents and making land use and development decisions, do so such that they conform to the development characteristics of all zones occurring within their municipalities.

REGIONAL LAND USE ZONES MAP SIX 6



LEGEND

- URBAN DEVELOPED ZONE
- URBAN UNDEVELOPED ZONE
- URBAN/RURAL FRINGE ZONE
- RURAL ZONE
- FRONTIER ZONE
- SPECIAL STUDY AREA

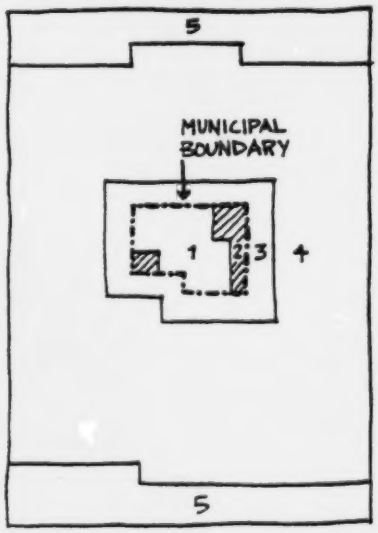
NOTE: All boundaries are conceptual & for illustration purposes only. Actual boundaries shall be as provided for in the definitions or as amended in G.M.P's & Joint G.M.P.'s subsequent to approval of this plan. Not all towns & villages are included due to lack of space.

EXPLANATORY GRAPHICS

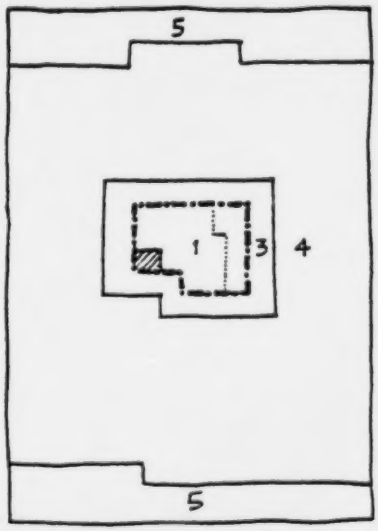
LEGEND

1. URBAN DEVELOPED ZONE
2. URBAN UNDEVELOPED ZONE
3. URBAN-RURAL FRINGE ZONE
4. RURAL ZONE
5. FRONTIER ZONE

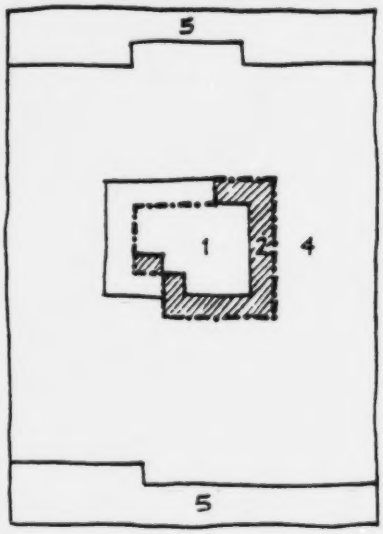
A CLASSIFICATION AT PLAN ADOPTION (RATIFICATION)
POLICY 6.6.1.1



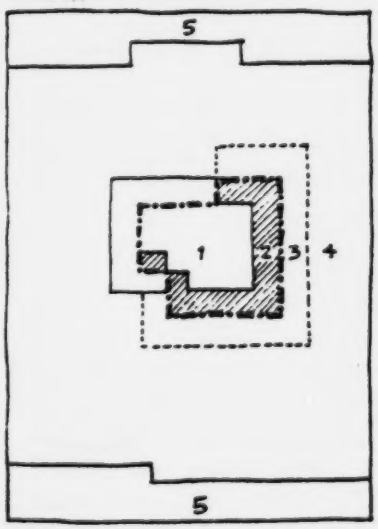
B RECLASSIFICATION BY AMENDMENT TO G.M.P. OR JOINT G.M.P.
POLICY 6.6.2.3



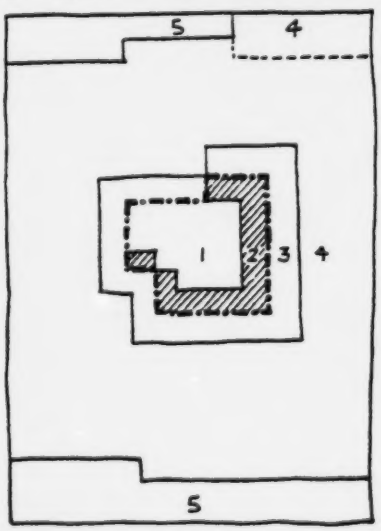
C DEEMED RECLASSIFICATION AT ANNEXATION
POLICY 6.6.3.2.3



D NEW URBAN/RURAL FRINGE DETERMINED BY JOINT G.M.P.
POLICY 6.6.3.3.4



E DEEMED RECLASSIFICATION AT TRANSFER OF CROWN LAND
POLICY 6.6.3.4.5



COMMENTS

thanks...

Reclassification

6.6.1.3 Land should be reclassified to an appropriate zone before land uses inconsistent with the existing zone classification are permitted. Reclassification should be by amendment to the General Municipal Plan or Joint General Municipal Plan if one or both are in effect.

Reclassification Without G.M.P.

6.6.1.4 Where no adopted general municipal plan exists land use shall be in accordance with the development characteristics for each land use zone occuring in the municipality. (It is intended that reclassification of Zones shall be by amendment to the bylaw/order if one exists or by resolution of the local council.)

Advisory To Province

6.6.1.5 In those cases where the activities of the Province occur in any zone on Crown land the policies of this Plan are to be considered advisory by the Province and indicative of the Commission's preferred directions for growth and development.

6.6.2 DEVELOPMENT CHARACTERISTICS FOR LAND USE ZONES

6.6.2.1 Urban Developed Zone

Role

6.6.2.1.1 The role/function appropriate to land within the Urban Zone is to provide for the majority of growth expected to occur in the Region. To this extent all Urban Municipalities may be viewed as growth nodes.

CHAPTER 5 URBAN MUNICIPALITIES

Land Use Classes

6.6.2.1.2 Appropriate land use classes for the Urban Zone include the following:

(i) residential - all types and densities of residential except rural residential (large lot, unserviced),

(ii) commercial - all types of commercial uses are appropriate,

(iii) industrial - all types of industrial uses appropriate with the possible exception of hazardous, noxious or toxic industrial uses and other industries appropriate to the Rural Zone,

(iv) institutional and community-oriented uses,

(v) parks, open space and recreational uses specifically designed to complement other urban land uses,

(vi) public utility uses,

(vii) agricultural related uses - service and processing uses are encouraged in appropriate commercial and industrial locations, land extensive agricultural uses such as crop raising and intensive agriculture such as feedlots are discouraged,

(viii) uses appropriate to environmentally sensitive areas and hazard lands where these occur within existing urban boundaries, and

(ix) any other uses which fulfill the role and function of the Urban Zone and which are less appropriate in other zones.

Standards

6.6.2.1.3 Servicing standards and site design for all uses should respond to the needs of an urban and concentrated population.

6.6.2.2 Urban Undeveloped Zone

Role

6.6.2.2.1 The role/function of the Urban Fringe Zone is to provide for short term internal expansion of the Urban Municipality and to allow for detailed planning and regulation of land use by the Urban Municipality. 5.6.2

Land Use Class

6.6.2.2.2 Appropriate land use classes for the Urban Fringe Zone include any agricultural use allowing for orderly internal expansion of the Urban Municipality.

Deemed Reclassification

6.6.2.2.3 When undeveloped land is annexed to an Urban Municipality the classification of that land shall be deemed to be reclassified from the classification at the time of annexation to an Urban Undeveloped Zone. 5.6.3

6.6.2.3 Urban-Rural Fringe Zone

Role

6.6.2.3.1 The role/function appropriate to the Urban-Rural Fringe Zone is for rural development and to provide for the long term, planned and orderly expansion of Urban Municipalities. 5.6.3

Land Use Classes

6.6.2.3.2 Appropriate land use classes for the Urban-Rural Fringe Zone are as follows:

(a) Isolated Country Residential uses and Multi-Parcel Country Residential uses as provided for in Joint General Municipal Plans,
(b) rural industrial uses,
(c) agricultural uses,
(d) uses appropriate to Environmentally Sensitive Areas and Hazard Lands,
(e) Public Utility uses,
(f) institutional and community-oriented uses - in hamlets only, and
(g) any other uses which fulfill the role and function of this zone and which are less appropriate in other Zones.

Orderly Expansion

6.6.2.3.3 All uses shall be in accordance with the applicable policies of this Plan and such that they will permit the long range orderly expansion of Urban Municipalities. Non-agricultural uses shall be directed away from Prime Agricultural Land whenever practical alternative locations can be found.

Joint G.M.P.

6.6.2.3.4 Urban Municipalities should prepare Joint General Municipal Plans with affected Rural Municipalities to address Urban Undeveloped and Urban-Rural Fringe Zones. Urban-Rural Fringe Zone boundaries may be modified through a Joint General Municipal Plan.

6.6.2.4 Rural Zone

Role

6.6.2.4.1 The role/function appropriate to municipalities within the Rural Zone is predominantly agriculture and related activities. A secondary role is resource related activities provided their impact on agriculture is minimized.

Land Use Classes

6.6.2.4.2 Appropriate land use classes for the Rural Zone include the following:

(a) Agricultural uses,
(b) rural residential,

(c) site specific rural industrial,
(d) Highway Commercial,
(e) lower order commercial and service uses providing services to residents of the rural area. Uses of this class shall be directed to hamlets,
(f) Public Utility uses,
(g) institutional and community uses which shall be directed to hamlets,
(h) extensive open space and recreational use,
(i) uses appropriate to Environmentally Sensitive Areas and Hazard Lands, and
(j) any other uses which fulfill the role and function of this zone and which are less appropriate in other Zones.

Agricultural Land

6.6.2.4.3 All preceeding uses shall be provided for in accordance with the policies of this Plan and such that the impacts on good agricultural land is minimized.

Standards

6.6.2.4.4 Servicing standards and site design should respond to the needs of a rural and scattered population.

Deemed Reclassification

6.6.2.4.5 As land in the Frontier Zone is transferred from Crown ownership the classification of that land shall be deemed to be reclassified from the Frontier Zone classification to the Rural Zone classification for the purposes of this Plan.

6.6.2.5 Frontier Land Use Zone

Provincial Responsibility

6.6.2.5.1 The Commission acknowledges that the management of land use and development in this Zone is primarily the responsibility of the Province via the Department of Energy and Natural Resources. Through the exercise of it's planning responsibilities the Commission may act as an advisory body to the Province and thereby encourage development in the Frontier Zone which achieves the goals and objectives of this Regional Plan. The following policies shall be used in advising the Province on growth and development in the Frontier Zone.

Role

6.6.2.5.1.1 The Commission views the role/function of this Zone as being for resource development, agricultural expansion, and recreation.

New Settlement

6.6.2.5.1.2 The Commission supports new settlements only in accordance with the new town policies of this Plan. CHAPTER 5 URBAN MUNICIPALITIES

Environment

6.6.2.5.1.3 The Commission will recommends that any development activity be in accordance with the environmental policies of this Plan. CHAPTER 2 ENVIRONMENT

6.6.2.6 Special Study Area

Boundaries

6.6.2.6.1 The area on either side of the coincident boundaries of the Rural and Frontier Zones shall be designated as a special study area. The area is intended to include those lands in the Frontier and Rural Zones within which any land use activity could impact upon the adjacent Zone. It will be represented as, but for the purposes of this Plan not restricted to, an area of 5 miles divided equally on either side of the coincident boundaries between the Rural and Frontier Zones.

Role

6.6.2.6.2 Roles/functions and land uses appropriate to this area are the same as in the respective Frontier and Rural Zones.

Study

6.6.2.6.3 The Commission views this area as an area of potential land use conflict which merits further study and observation. As such the Commission shall monitor and study land use activities in this area to identify preferred future uses and development characterisitics, develop policy based on the study and incorporate resultant policy into this Plan through an amendment. The Commission recommends that an Integrated Management Planning approach should be used in this study area.

6.6.3 IMPLEMENTATION

Conformity

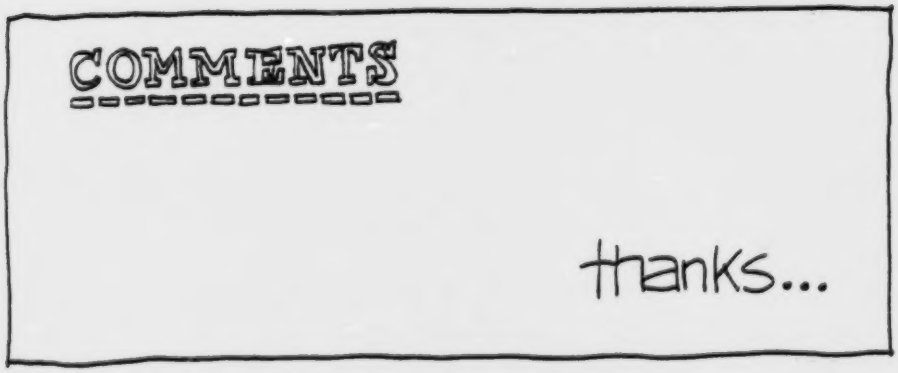
6.6.3.1 Municipalities shall not adopt any Land Use Bylaw, Order or local planning document which is not in conformity with this Plan. ACT 53

Implementing Conformity

6.6.3.2 Any local planning document or Land Use Bylaw which is not now in conformity with this Plan shall be made to conform to this Plan.

Non-Conforming Uses

6.6.3.3 In those cases where any legally existing use is non-conforming with a Land Use Bylaw and said Bylaw is conforming with the Land Use Classification System the affected municipality is advised to allow the non-conforming use to continue in accordance with the Act as amended. However, expansion of the non-conforming use shall be prohibited. The Commission may, and municipalities are encouraged to, assist the affected landowner(s) in identifying alternative sites for the use which would make the use conform to the Plan, local planning documents and Land Use Bylaw. ACT 72



Chapter 7: HOUSING

7.1.0 BACKGROUND STATEMENT

A fundamental element of a high quality of life in any region is the degree of choice available in housing types, styles, densities and prices. The provision of a maximum degree of choice is a matter of regional significance. The Commission maintains that the ultimate responsibility for deciding upon the nature and characteristics of housing in any municipality rests with the local government via local planning documents and land use bylaws/orders. The responsibility of the Commission is to assist in the identification of existing and potential problems relative to housing and to demonstrate alternative ways and means by which the degree of choice in housing can be maximized.

7.1.1 HOUSING ISSUES IN THE PEACE RIVER REGION

The following issues have been identified as being of significance in the Peace River Region.

7.1.1.1 the need to service sufficient land to meet anticipated housing demands;

7.1.1.2 the need to forecast short term demand more accurately to prevent "overbuilt" or "underbuilt" conditions;

7.1.1.3 the need to provide for affordable housing and a range of housing types;

7.1.1.4 the need for servicing standards appropriate to urban municipalities;

7.1.1.5 the need for servicing standards appropriate to rural municipalities;

7.1.1.6 the need for coordination/evaluation of building styles and designs;

7.1.1.7 the need to better appreciate the current and future housing requirements in this Region;

7.1.1.8 the need to incorporate energy conservation considerations into the design of subdivisions and the design and construction of housing.

7.2.0 OBJECTIVES ADDRESSED BY POLICY

Policy addresses the following objective which is related to Goal E.

- To encourage an adequate supply and choice of housing.

PART TWO SECTION 2

7.3.0 POLICY DIRECTIONS

This policy emphasizes initiatives which the Commission may take in encouraging the resolution of housing issues. Policy does not prescribe densities or styles for urban or rural housing since this is viewed as a local responsibility. (Density guidelines are addressed elsewhere in this Plan). The policy is aimed at making local authorities more aware of housing needs. The Commission views itself as committing manpower to the study and evaluation of housing in the Region and as an advisory liaison with the Province in identifying appropriate programs and initiatives which will generate a variety of housing opportunities.

CHAPTER 5

7.4.0 TECHNICAL JUSTIFICATION

Economic base studies and estimates undertaken to date indicate that the regional population may increase to 143,000 persons by 1995. This represents an increase of 24% or 27,722 persons over present levels (115,278). Using an average size of 3.2 persons per family the additional population

APPENDIX

may require an additional 8,663 housing units of various types, sizes, densities, price ranges and locations. Some existing housing stock may also need replacement. Housing policy is needed to address these requirements.

7.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness:

A. undertake periodic review and updating of the economic base studies for the Region to verify or establish changes in anticipated population trends; and

B. shall monitor Provincial and Federal Government initiatives in housing assistance programs and analyze potential effects on the Region.

POLICY

7.6.0 GENERAL

Planning

7.6.0.1 Municipalities are encouraged to plan for a range of housing to meet the needs of people of all income and social groups. Housing directions should be expressed in a General Municipal Plan or other appropriate local or joint planning document.

Local Conditions

7.6.0.2 Municipalities are encouaged to become more aware of local housing issues and needs; in particular to consider price, quality, type, supply and distribution of housing in their respective jurisdictions. Further, municipalities are encouraged to carefully monitor supply and demand to prevent overbuilt or underbuilt conditions. The intent to monitor and the proposed mechanism for monitoring should be expressed in a General Municipal Plan, a Joint General Municipal Plan or any other local planning document. The Commission may provide appropriate assistance if requested.

Support For Local Initiatives

7.6.0.3 Appropriate local initiatives aimed at lowering the cost of housing or addressing other housing issues are encouraged when these initiatives do not conflict with the policies of this Plan.

7.6.0.3.1 The Commission shall investigate the feasibility of a locally designed and administered funding program to allow municipalities to promote those types and price ranges of housing in accordance with their needs and standards.

Innovative Residential Development Areas

7.6.0.4 In order to meet the objectives of this housing policy, where applicable, local governments are encouraged to consider the adoption of Innovative Residential Development Areas, in accordance with the Planning Act, as a means of creating and implementing alternative approaches to low cost residential development. (This method may assist member municipalities in providing alternative types and prices of housing or to address specific local housing needs which may not be readily satisfied by the housing market.) ACT 143

Housing Program Implementation

7.6.0.5 Municipalities that participate in subsidized housing programs are encouraged to implement these such that neighborhood dissatisfaction and social isolation are minimized.

7.6.0.5.1 It is recommended that Alberta Housing Corporation consult with local councils when implementing its housing programs.

Serviced Land Supply

7.6.0.6 Municipalities are encouraged to provide for a supply of serviced or serviceable lots required to meet anticipated 2 year housing demands.

7.6.0.7 It is maintained that appropriate servicing standards for housing will vary depending upon urban and rural locations. (Servicing standards refers to sanitary/sewage, storm and water services). Servicing standards appropriate to intensified forms of development and higher density population concentrations for urban areas and servicing standards appropriate to less intensive forms of development and low density populations for rural areas should be incorporated into local planning documents. CHAPTER 2 GROUND-WATER

7.6.0.7.1 The Commission shall publish servicing guidelines to assist local municipalities to develop appropriate servicing standards.

Design Guidelines

7.6.0.8 All municipalities should adopt architectural and subdivision design guidelines and control measures appropriate to their municipality. These guidelines should be included in a General Municipal Plan or other local or joint planning document and should be used for evaluating subdivision and development proposal.

7.6.0.8.1 The Commission shall publish an advisory document which will contain criteria and methods for producing such guidelines.

7.6.0.8.2 The Commission may provide staff to review urban design and rural design considerations at the request of member municipalities.

Agricultural Conservation

7.6.0.9 As a means of conserving good agricultural, higher density urban residential development and country residential development is encouraged in accordance with the policies of this Plan. CHAPTER 3 MULTI-PARCEL CHAPTER 5

Energy Conservation

7.6.0.10 Municipalities are encouraged to consider energy conservation measures in the siting, design and construction of housing within their boundaries. Consideration may include, but is not limited to, the orientation of the housing unit(s) in relation to the sun, design of streets, lot angles, lot sizes and landscaping. Municipalities should include energy conservation provisions in their Land Use Bylaws. The Commission may assist member municipalities in designing and implementing energy conservation measures. 7.6.0.8

Variety Supported

7.6.0.11 The use and manufacture of a variety of types of housing which satisfy local and regional needs, including contractor built, mobile and factory built/modular housing, is supported.

Mobile Homes

7.6.0.12 Mobile homes are supported as an appropriate form of housing for Urban Municipalities; particularly in larger municipalities where a variety of housing opportunities may be more critical. Urban Municipalities should plan for mobile homes to be integrated into the community.

7.6.0.12.1 Provision should be made in local planning documents and Land Use Bylaws for adequate lot sizes, access to public open space and recreational facilities, convenient access to schools, shopping facilities and places of employment, landscaped areas and attractive treatment of building exteriors for all types of housing. It is maintained that these provisions may be particularly effective in mitigating some of the problems experienced with mobile housing.

7.6.0.12.2 The Commission may produce a handbook and/or an information bank on the design of mobile home subdivisions for the consideration of municipalities.

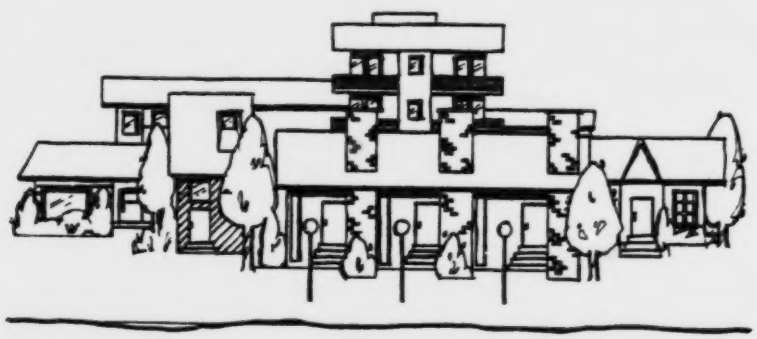
7.6.1 RESEARCH

7.6.1.1 For the purpose of maximizing the choice of housing opportunities the Commission shall undertake research into land banking on a local and regional scale, housing design and energy conservation and housing design for the handicapped. The Commission may seek the cooperation of any appropriate private and public agencies that may provide assistance. This information shall be available to all municipalities. Such research may include: *(IMPLEMENTATION)

(i) a housing study which would identify regional housing issues, needs and demands to 1995 including forms and densities of housing required and rural locations demand and affordability; and/or,

(ii) a review in cooperation with Alberta Public Works and Housing, of all Federal and Provincial housing programs to determine their application to the municipalities in the Region. Municipalities shall be advised accordingly.

As a result of such research the Commission may recommend to the Provincial Government possible alternatives to current funding programs.



Chapter 8: TRANSPORTATION

8.0.0 This policy summary is designed to provide an overview of potential regional policy concerning transportation in the Peace River Region. It is an interim policy summary only and is intended to be replaced by a more comprehensive policy package by late 1981.

8.1.0 BACKGROUND STATEMENT

An efficient, integrated transportation system is vital to the economic and social well being of this vast and dispersed region. The existing network has been derived from the need to provide access to both the resources of the Region and the markets essential for their development. Continued growth in the regional economy spurred by substantial expansion of the oil and gas industry will create greater demands for increased transportation services.

8.1.1 TRANSPORTATION PLANNING ISSUES IN THE PEACE RIVER REGION

Policy will address the following concerns and issues:

8.1.1.1 the negative impact of freight rates in regard to development of a secondary manufacturing component to the Region's economic base;

8.1.1.2 the effect of railway location on urban land use patterns;

8.1.1.3 the location of Airports relative to the future expansion of urban centres and compatible land use in the vicinity of Airports;

8.1.1.4 the effect of adjacent land uses and access on primary throughways or By-passes within urban communities;

8.1.1.5 the designation of truck routes within Urban and Rural Municipalities;

8.1.1.6 the need to ensure that the urban communities within the Region are linked by the Primary and Secondary Highway network;

8.1.1.7 the provision of sufficient Highway Commercial facilities to meet the convenient needs of the travelling public;

8.1.1.8 the location and design of Highway Commercial facilities to minimize danger to vehicular and pedestrian traffic;

8.1.1.9 the need to guard against unplanned sprawl and encourage clustering of Highway Commercial uses; and

8.1.1.10 the potential negative impacts of Energy Transmission Routes and facilities on the natural, social and developed environments.

8.1.2 PREMISES BASIC TO POLICY

Examples of possible policy are based on the following premises regarding the interrelationship of transportation and land uses.

8.1.2.1 The linkage by roads, of rural to urban areas, urban centres to each other and the Region to other parts of the Province is vital for social and economic interaction.

8.1.2.2 Roads have impacts, not only on the physical environment but also on land use in that roads help to shape the activity patterns of a region.

8.1.2.3 Highway Commercial facilities serving the travelling public should be located in urban centres and hamlets to maximize their viability.

8.1.2.4 Where existing communities are not located to conveniently provide required Highway Commercial facilities, these uses should be located adjacent to Primary or Secondary Highways.

8.1.2.5 Although truck transport has grown substantially, railways are vital for the export of resource commodities, particularly grain.

8.1.2.6 The railway system must not only be maintained but improved.

8.1.2.7 Air transport reduces the size of the Region by providing quick accessibility to all areas.

8.1.2.8 Because the Region is relatively isolated from the provincial and national centres of commerce, education and government, air transportation and communication to these centres is necessary for the efficient functioning of local activities.

8.1.2.9 Communities within the Region serve to benefit as distribution or base centres through the development of transportation systems which link the Region with areas beyond.

8.1.2.10 An unplanned distribution of Energy Transmission Routes can visually disrupt a scenic landscape, unnecessarily fragment developable parcels and farmland, and can be potentially hazardous.

8.2.0 OBJECTIVES TO BE ADDRESSED BY POLICY

Policy will address the following objectives related to Goal 8 which are indicative of the targets to be achieved by policy:

- To support an adequate rail, road, and air system to move people, manufactured goods, and resources.
- To support an efficient communication network for the exchange of information and ideas among communities.
- To promote adequate transportation and communication linkages with areas beyond the Regional boundaries.

8.3.0 POLICY DIRECTIONS

Although transportation planning and development is largely a provincial and local responsibility, the Commission maintains a vested interest in the establishment of an efficient transportation system within the Region and connecting the Region to the rest of the Province and beyond. Transportation is the life-line of the Region's economy, thus the Commission promotes the provision of a comprehensive road system that serves economic and social needs and contributes to desired land use patterns. The Commission encourages maintenance and improvement of the rail system and will endeavour to minimize conflicts between the Region's Airports and adjacent land uses. The Commission also maintains that Energy Transmission Routes and facilities should avoid population concentrations and should use common rights-of-way or corridors where feasible.

8.4.0 TECHNICAL JUSTIFICATION

The recognition that transportation and land use are inseparable, that each generates the other, and that resource, economic and social development within the Region is dependent on an efficient, fully integrated transportation system justifies these policies being strongly interconnected with other policies in the Plan; and a strong liaison role for the Commission.

8.5.0 MONITORING STATEMENT

The Commission could undertake the following monitoring activities to establish policy validity and efectiveness.

8.5.0.1 monitor proposed urban expansion spanning provincial highways;

8.5.0.2 monitor the impact of strip commercial development along Primary Highways in Urban Municipalities;

8.5.0.3 monitor other road related aspects of transportation including proposed truck routes, Highway Commercial developments and highway alignments to determine the applicability of Plan policy; and

8.5.0.4 monitor demand for increased air service and the compatibility of land uses in the vicinity of airports.

POSSIBLE POLICY TOPICS

The following are some examples of possible policy types that might be utilized in the Regional Plan.

8.6.0 GENERAL

Minimize Impact

8.6.0.1 Policy may suggest that the expansion of existing or location of new components of transportation systems should minimize disruption to existing land uses, particularly historical or cultural resources, Prime Agricultural Land, Environmentally Sensitive Areas and Hazard Lands.

Noise

8.6.0.2 Several policies could evolve to deal with buffering and noise attenuation in the vicinity of roadways, railways, and airports.

8.6.1 ROAD TRANSPORTATION

Road Network

8.6.1.1 Policy may recommend the provision and maintenance of a comprehensive road network serving all Urban Municipalities, Hamlet Centres and Hamlets.

Provincial Network

8.6.1.2 Policy may recommend that the Regional road system should form an integral part of the Provincial network and consist of primary and secondary highways.

Integration

8.6.1.3 A policy may recommend that a municipal road system should complement the regional road system and should be effectively integrated with the municipal roads of adjoining municipalities.

Coordination

8.6.1.4 The Commission may establish a policy to advise Alberta Transportation regarding regional preferences for highway projects, including priorities and alignment.

Cooperation

8.6.1.5 The Commission may establish a policy to foster cooperation among Alberta Transportation and municipalities for the planning and upgrading of roads on a Regional basis.

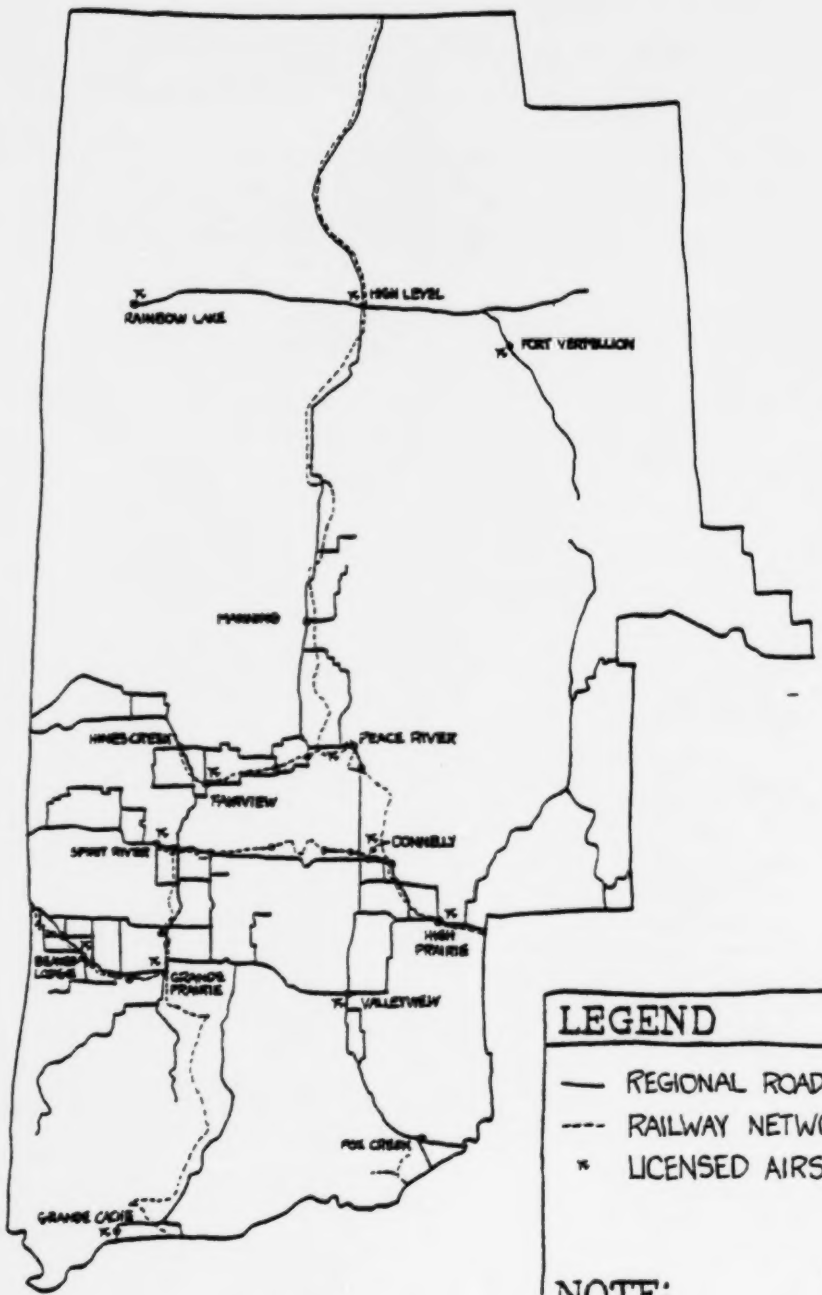
G.M.P.

8.6.1.6 Policy could be developed to encourage municipalities to adopt General Municipal Plans which include a roadway component that reflects Provincial and regional policies.

Truck Routes

8.6.1.7 Policy may recommend that municipalities designate truck routes and provide location criteria for truck terminals and other major distribution centres.

TRANSPORTATION	MAP	EIGHT	1



LEGEND

— REGIONAL ROAD NETWORK

---- RAILWAY NETWORK

* LICENSED AIRSTRIPS

NOTE:

Cooperation

8.6.1.8 The Commission may indicate an intent to cooperate with Alberta Transportation and municipalities in the analysis of future travel demands and transportation requirements.

Land Uses

8.6.1.9 Several policies may evolve respecting the location, access and design of land uses in the vicinity of highways. Policy may address urban expansion spanning provincial highways, Service Roads, and land use restrictions along thoroughfares and By-passes.

Highway Commercial

8.6.1.10 Policy may recommend that Highway Commercial development be designed to provide for a wide range of needs of the motoring public.

A.S.P.

8.6.1.11 Policy may recommend that Highway Commercial subdivisions be developed in accordance with an Area Structure Plan, the Subdivision and Transfer Regulations and the requirements of Alberta Transportation.

Existing Communities

8.6.1.12 Policy may recommend that where existing communities are not located to conveniently provide required Highway Commercial facilities, these uses should be located adjacent to Primary or Secondary Highways.

Regional System

8.6.1.13 Policy may recommend that Urban Municipalities should provide for Highway Commercial facilities at appropriate locations to complement the Regional road system.

8.6.2 RAILWAY TRANSPORTATION

Linkages

8.6.2.1 Policy may recommend that a rail network be maintained to service all parts of the Region requiring such services and to provide adequate linkages to the other parts of Alberta and the nation.

Adjacent Land Use

8.6.2.2 Policy may address land use adjacent to railways respecting compatibility, noise and safety.

Relocation

8.6.2.3 Several policies could be developed respecting rail line and rail yard relocation within urban communities.

Impact on Plan

8.6.2.4 The Commission may develop several policies respecting the impact upon Regional Plan land use and transportation objectives and policies arising from proposals for railway rights-of-way, abandonment, and relocation or the re-routing of railway traffic.

8.6.3 AIR TRANSPORTATION

A.V.P.A.

8.6.3.1 The Commission may develop a policy concerning the establishment of Airport Vicinity Protection Areas around licensed Airports.

Land Use

8.6.3.2 Policy could be established to restrict land uses posing a conflict or hazard to air traffic or the safe operation of the airport.

Coordination

8.6.3.3 The Commission may develop a policy to work with Federal, Provincial and local authorities to determine where new or improved Airport facilities are required in the Region.

Expansion

8.6.3.4 As demands increase, the Commission may establish a policy to encourage expansion of air services including an intra-regional service.

8.6.4 ENERGY TRANSMISSION

Location

8.6.4.1 The Commission may establish policies regarding the location and construction of energy transmission facilities through Environmentally Sensitive Areas, Conservation Lakes, River Corridors, and Hazard Lands as identified in other sections of this Plan.

Multi-Use

8.6.4.2 Several policies may be established to support the concept of Energy Transmission Corridors as multi-use routes for transportation and energy transmission.

COMMENTS

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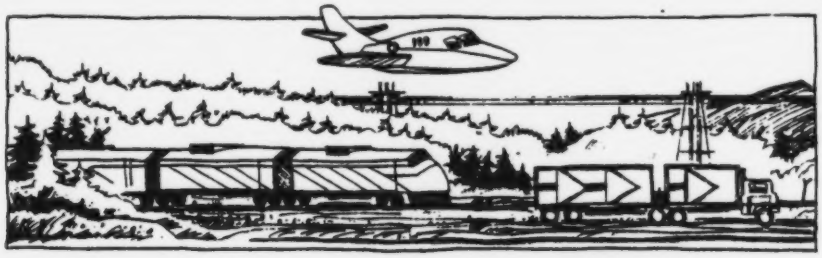


Chapter 9: PHYSICAL INFRASTRUCTURE AND COMMUNICATION

9.0.0 This policy summary is designed to provide an overview of potential regional policy concerning physical infrastructure and communications within the Peace River Region. It is an interim policy summary only and is intended to be replaced by a more comprehensive policy package by later 1981.

9.0.1 BACKGROUND STATEMENT

This policy will apply to municipal services, public utilities and the communication systems which comprise the physical infrastructure of the Region. Municipal services such as water, sewer and Solid Waste Disposal are a necessary part of community development. Other Public Utilities such as electricity and natural gas serve the rural parts of the Region as well as the urban centres. The Commission maintains that these services are essential in planning for future growth and development.

Communication is also an integral part of the regional infrastructure. The Region supports three radio stations, one daily and numerous weekly newspapers. Two cablevision companies complement Edmonton and B.C. television stations and all but the remote areas are linked by the telephone system. The majority of these communication components serve the southern and central areas and the Commission is concerned about the wide discrepancy in service across the Region and the absence of a regionally orientated system.

9.1.1 PHYSICAL INFRASTRUCTURE AND COMMUNICATIONS ISSUES

Policy will be designed to address the following concerns and issues:

9.1.1.1 the availability of potable water as a limiting factor to the growth and development of some communities;

9.1.1.2 financial implications of sewage collection and treatment systems for smaller communities, particularly those anticipating slow or declining growth;

9.1.1.3 inadequacy of existing municipal Solid Waste Disposal sites and programs;

9.1.1.4 financial implications for municipalities to provide Sanitary Landfill sites and solid waste collection services;

9.1.1.5 limitations of existing methods of storing, transporting, and disposing of hazardous wastes; and

9.1.1.6 inadequacies of communication facilities, particularly in the northern part of the Region.

9.1.2 PREMISES BASIC TO POLICY

The following premises concerning physical infrastructure and communication will contribute to making policy.

9.1.2.1 An adequate water supply and distribution system is essential for the growth and development of all communities.

9.1.2.2 Urban municipalities have a responsibility to provide an adequate sewage collection and treatment system.

9.1.2.3 Municipalities have a responsibility to provide for the adequate disposal of solid wastes.

9.1.2.4 Municipalities must ensure that storm drainage systems are fully integrated into community planning, design and development.

9.1.2.5 Hazardous wastes are a product of modern technology and require a co-ordinated disposal system to minimize their impact on the environment and human health.

9.1.2.6 The financial benefits and convenience of piped natural gas must be made available to rural communities to the greatest extent possible.

9.1.2.7 Communication facilities and service must be expanded and more equitably distributed across the Region.

9.2.0 OBJECTIVES TO BE ADDRESSED BY POLICY

Policy will address the following objectives related to Goals E, and F which are indicative of the targets to be achieved by policy: PART 2

- To ensure that the service needs of the rural community are met.
- To minimize conflicts among land uses.
- To provide for the economic and efficient use of services.

9.3.0 POSSIBLE POLICY DIRECTIONS

The Commission maintains that the provision of utility services is a basic component of community planning. As such, utilities should be pre-planned to establish the pattern of community development. The Commission does not expect, or consider it desirable, for all communities to have an equivalent level of services, but the Commission does encourage each to provide an adequate infrastructure for managing future anticipated growth. PART 3

The Commission maintains that various regional utility services and systems may be desirable when regional systems would result in significant economic, social and environmental benefits. The Commission further maintains that communication services must be more equally distributed throughout the Region and serve a greater regional function.

9.4.0 TECHNICAL JUSTIFICATION

The impact of physical infrastructure and communication systems on economic growth and development of the Region is a Commission concern. The Commission can advise municipalities regarding the impact of growth on municipal services, the phasing of services to manage growth, the level of services municipalities should expect to provide, and alternatives for improving existing infrastructure including regional systems. The Commission can also assist the Province with advice regarding financial assistance programs, hazardous waste, infrastructure needs and the impact of communication services in the Region. A significant number of the components of the physical infrastructure and communications systems are exempt from the Planning Act and the Commission must develop advisory policy to address these aspects. ACT SECTION 3

9.5.0 MONITORING STATEMENTS

The following are examples of activities which the Commission might use to monitor policy in this Chapter:

9.5.0.1 monitor Provincial assistance programs to evaluate their applicability for communities in the Region,

9.5.0.2 monitor problems with municipal utility systems to aid in determining whether a joint municipal or regional system should be considered;

9.5.0.3 monitor local water systems to obtain data pertaining to the management of water resources within the Region; and

9.5.0.4 monitor the rate of development relative to projected growth to assist the municipalities in determining service capacity requirements.

POSSIBLE POLICY TOPICS

9.6.0 The following are some examples of possible policy considerations that could be addressed in the Regional Plan.

Planning Advice

9.6.1 The Commission may adopt a policy to provide planning advice to municipalities regarding the provision of utility services.

Requirements and Regulations

9.6.1.1 Policy may require that all utilities be installed and designed to satisfy all appropriate federal, provincial and municipal guidelines and regulations, particularly the Clean Water Act and the Land Surface Conservation and Reclamation Act.

Separation

9.6.1.2 Policy might reflect the separation requirements, as provided in the Subdivision Regulations, respecting the location of sewage treatment facilities and solid waste disposal sites. REGS. SEC. 12

Standards and Specifications

9.6.1.3 The Commission could develop uniform standards and specifications for urban utilities and services to be supplied to new subdivisions.

Phasing and Financing

9.6.1.4 Policy may recommend that community expansion be phased and co-ordinated to create a logical growth sequence in the financing and construction of municipal utility services.

Capacity

9.6.1.5 The Commission may adopt a policy of not supporting additional urban and industrial development where the existing utility services are of insufficient capacity to meet the demands of the proposed development.

Development

9.6.1.6 Policy may require municipalities to require that any development have an adequate water supply, sanitary sewer and storm sewer systems, electric power, telephone and natural gas where applicable.

Development Agreements

9.6.1.7 Policy may recommend that municipalities require developers to enter into a development agreement which specifies construction and servicing responsibilities pertaining to each party. The Commission may assist municipalities in the preparation of agreements or by preparing model agreements. 2.6.0.5

Water Management

9.6.1.8 Several policies could evolve to deal with the management of water resources to supply sufficient water to meet all reasonable present and future demands for water within the Region. 2.6.6

Rural Water and Sewer

9.6.1.9 A policy may recommend that rural development, except in Hamlet Centres, should be served by individual water and sewer systems unless required otherwise by Alberta Environment, Health or Labour, or the municipality.

Solid Waste Disposal

9.6.1.10 The Commission may recommend that comprehensive programs for the disposal of solid waste be prepared by municipalities with the assistance and participation of the Province. PATTERNS #11, p.59

Location and Reclamation

9.6.1.11 Policies may address the location and reclamation of solid waste disposal sites. PATTERNS #18, p.31

Stormwater Management

9.6.1.12 A policy recommendation may be that municipal storm drainage planning and design should adhere to The Recommended Standards for Water Supply and Sewerage and to the criteria developed and presented in The Objectives for Stormwater Management prepared by Alberta Environment.

Regional Utilities

9.6.2 The Commission may examine the feasibility of regional utility services and systems:

Joint Agreements

9.6.2.1 A policy may be established to encourage and support the efforts of municipalities or other levels of government to reach co-operative agreements in the development of regional utility systems.

Hazardous Wastes Disposal

9.6.3 A policy may recommend that the Province introduce legislation to minimize the potential harmful effects of storing, transporting and disposing of hazardous wastes.

Hazardous Waste Routes

9.6.3.1 Several policies could evolve to deal with the problems of locating adequate storage or trans-shipment depots and regional transportation routes for hazardous wastes.

Land Assembley

9.6.4 Policy may encourage the Province to continue to operate programs which are designed to assist municipalities in the assembly and servicing of land.

Financial Assistance

9.6.5 The Commission might establish a policy to advise the Province regarding the applicability of financial assistance programs for physical infrastructure within the Region.

Rural Natural Gas and Electricity

9.6.6 The Commission may establish a policy to distribute information respecting Provincially co-ordinated financial assistance programs for the provision of natural gas and electricity to rural populations.

Liaison

9.6.6.1 The Commission may establish a policy of liason with Alberta Utilities and Telephones respecting population growth and rural development trends. PATTERNS #6, p.57

Communications

9.6.7 The Commission may establish a policy concerning the development of increased radio and television coverage including a regional broadcast or cablevision service. PATTERNS #9, p.58

COMMENTS

thanks...

Chapter 10: REGIONAL SERVICES

10.1.0 BACKGROUND STATEMENT

This policy is concerned with the approach to be taken by the Commission in regards to Regional Services, specifically health, education, fire and police services. The policy recognizes the interface of land use planning and the distribution and delivery of Regional Services.

10.1.1 CONCERNS AND ISSUES

The following concerns and issues have been identified as being of significance in the Peace Region:

10.1.1.1 the pre and post impacts of development, especially in regards to mega projects, and their effect upon Regional Services;

10.1.1.2 greater local problem identification and participation in planning for Regional Services;

10.1.1.3 the need to develop Regional Service standards and indicators that are specific to the unique northern character of the Peace Region;

10.1.1.4 sharing of programs and facilities by communities, with respect to Regional Services;

10.1.1.5 improved access to demographic information for hospital authorities in planning for the future health needs of the Region;

10.1.1.6 continued improvement of the regional network of health care facilities;

10.1.1.7 the need for rehabilitation centres for alcoholism, tuberculosis and mental health at a local level;

10.1.1.8 the need for increased fire and police services as population growth occurs;

10.1.1.9 agreements between municipalities for the joint use and sharing of protection (fire/police/rescue) equipment and manpower.

10.1.2 PREMISES BASIC TO POLICY

Policy is based on the following premises regarding Regional Services:

10.1.2.1 There is a basic relationship between land use and the provision of Regional Services. All Regional Services in one form or another either require land, are influenced by land use or service land areas;

10.1.2.2 The growth, development and expansion of municipalities affects the delivery of Regional Services in positive and negative ways;

10.1.2.3 The provision of Regional Services affects the quality of life of the people of the Region;

10.1.2.4 Mega projects and major resource developments place strains upon Regional Services and require special attention and consideration; and

10.1.2.5 The Commission can play a useful role in assisting municipalities, local authorities, and government agencies in identifying problems associated with Regional Services by providing demographic and background data used in problem analysis and identification.

10.2.0 OBJECTIVES ADDRESSED BY POLICY

This policy addresses the following goals and objectives related to Goals E and F:

- To encourage and maintain community identity.
- To encourage a full range and adequate distribution of health, education, emergency and recreational facilities and services.
- To ensure that the service needs of the rural and urban communities are met.
- To provide for the economic and efficient use of services.

10.3.0 POLICY DIRECTION

The primary role of the Commission is that of a land use planning agency. Therefore, the intent of the following policy is to reflect an advocacy approach to the provision and delivery of Regional Services as these services may influence and be influenced by land use planning. An emphasis is placed upon assisting municipalities, local authorities and the appropriate agencies in planning for Regional Services by providing demographic and background material when available and by encouraging cooperation and coordination on the part of all involved.

The Commission advocates an integrated response by physical and social planning groups to mega projects and major resource development, recognizing that population growth associated with such projects creates service pressures which must often be addressed under unusual conditions.
In light of increasing costs, joint planning and cost sharing programs are also advocated in the realm of Regional Services.

10.4.0 TECHNICAL JUSTIFICATION

Rapid population growth in several areas in the Region has placed stress upon Regional Services in the past, thus justifying the policies of this Plan. Further justification lies in sound planning principles which identify physical and social planning inter-relationships.

The Commission also has a responsibility to identify regional needs and to enhance the quality of life of its citizens. Background reports such as A Study of Social Impact in the Lower Peace, North Peace and East Peace Sub-Regions and An Inventory of Regional Services indicate the need for service review and evaluation in light of the size, and population and settlement pattern of the Region.

10.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness from time to time:

10.5.1 regularly produce a demographic profile of the Region which shall be made available to all municipalities and local authorities;

10.5.2 monitor and review mega project proposals within the Region;

10.5.3 monitor, review and analyze for potential effects upon the Region, legislation and programs at both Federal and Provincial levels dealing with Regional Services;

10.5.4 develop a biannual inventory of Regional Services, in cooperation with the Northern Development Branch of Small Business and Tourism; and

10.5.5 in cooperation with municipalities and local authorities, assist the appropriate agencies and/or levels of government in identifying service standards which reflect the vast size and dispersed population of the Region.

POLICY

10.6.0 GENERAL

Cooperation

10.6.0.1 Greater coordination and cooperation between all levels of government (and private groups) in the development and extension of Regional Services and Social Services to meet the needs of the people of the Region is supported.

Regional Location

10.6.0.2 New Regional Services facilities should be located in Sub-Regional Services Centres as designated in this Plan. Part 3 Sec. 2

Access

10.6.0.3 The continued improvement of communication and transportation systems which reduce physical distances and provide access to centers with Regional Services is supported. 8.0.0

Local Planning

10.6.0.4 Land uses in land use bylaws, general municipal plans, and area structure plans should be planned such that the effectiveness of existing Regional Services is maximized.

Participation in Planning

10.6.0.5 All local authorities and government departments associated with Regional Services are encouraged to actively participate in the preparation of local planning documents.

Mega-Projects

10.6.0.6 Social impact evaluations are supported before and after mega projects or major resource development take place. The Commission may assist public and private agencies wishing to conduct such studies.

10.6.1 EDUCATION

Community Schools

10.6.1.1 Schools boards and municipalities are encouraged to cooperate to maximize the use of school facilities for community purposes.

Adaptable Facilities

10.6.1.2 School facilities adaptable to the changing age structure of the Region's population are supported.

Post Secondary

10.6.1.3 Convenient access to post-secondary education by all residents of the Region is support. The Commission may assist in related planning when requested.

10.6.2 HEALTH CARE

Coordination

10.6.2.1 Planning all health-care and emergency services to optimize availability for residents of the Region is supported. Coordination by public and private agencies to this end is encouraged.

Regional Systems

10.6.2.2 A regional health care and ambulance system is supported.

10.6.3 POLICE AND FIRE PROTECTION

Sensitivity to Region

10.6.3.1 Provision of police service to reflect the dispersed nature of the regional population and potential rapid population change in some areas is supported.

Cooperation

10.6.3.2 The development of a regional fire services strategy and joint training and cost sharing agreements among municipalities are supported.

Chapter 11: PLANNING FRAMEWORK

11.1.0 BACKGROUND STATEMENT

Policy in this Chapter is specifically concerned with the process of planning and improving the quality of planning as represented by its acceptance in the decision making process. It recognizes that planning is frequently thought of as a negative, reactionary activity involving control and regulation and not as a way to make things better in the future.

Many other policies in the Plan say similar things about particular topic areas but this Chapter is about the techniques, the people and the planning itself. This Policy recognizes that public relations efforts and deliberate consultation and education mechanisms need to be developed to be the "framework" in which the ongoing land use planning activities can effectively take place. It says that these activities and the relationship between the parts of the system are critical to successful planning. An effective planning process also requires consultation among elected officials, Provincial departments, the general public and the people responsible for the Plan. The Policy stresses communication among these groups.

11.1.1 CONCERNS AND ISSUES

Policy addresses the following concerns and issues:

11.1.1.1 people often do not understand how planning works or recognize the need for planning;

11.1.1.2 in a Region this large it is sometimes difficult to see common problems;

11.1.1.3 regional planning is frequently seen as infringing on local authority and not as providing a means to accomplish mutual objectives;

11.1.1.4 the relationship of the Province to regional planning is not clear to many people;

11.1.1.5 people making plans have to know the opinions of those for whom the plans are made; and

11.1.1.6 the public is often apathetic toward regional planning and methods for getting public input often are not satisfactory.

11.1.2 PREMISES BASIC TO POLICY

Policy is based on the following premises regarding the Planning Framework.

11.1.2.1 Planning is a changing field and subject to constant review and evaluation.

11.1.2.2 Information and knowledge of the planning process contributes to improved decision making.

11.1.2.3 The planning process can be clarified and improved.

11.1.2.4 Sound planning requires the cooperation and coordination of all parties involved.

11.1.2.5 The Commission has a responsibility for encouraging public participation in all planning in the Region.

11.1.2.6 The Commission can be an open forum for discussion on intermunicipal differences and can take unbiased, creative positions.

11.2.0 OBJECTIVES ADDRESSED BY POLICY

Policy addresses the following objectives related to Goal G.

- To provide a planning framework which will contribute to efficient decision making by local councils and boards.
- To develop a clear system of planning which will be understandable to the residents of the Region.
- To provide the opportunity for citizen involvement in the planning process.

11.3.0 POLICY DIRECTION

This Policy uses two basic approaches to improve the effectiveness of planning in the Region. Firstly, the Commission will actively work to improve the understanding of people involved in planning by explaining and illustrating how the process works, what the benefits are, who else takes part and what they do, the value of consultation, what some of the planning principles are, and other related issues.

Also the Commission will work to improve the planning system through recommending improvements, adopting clear procedures and maintaining an open process with the maximum participation of all concerned.

11.4.0 TECHNICAL JUSTIFICATION

The principal justification for the policy techniques in this Chapter is the role of the Commission as a leader in planning and the authority responsible for regional planning. This role suggests that the Commission should take initiatives of many kinds. The policies are based on directing these initiatives toward others involved in planning and ways the Commission can encourage them to play a more effective role.

A second critical justification is the need for all involved to understand how the process works, what the others are doing and how each can take part in reaching decisions.

11.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness:

11.5.0.1 undertake review and monitoring of subdivision decisions in order to identify problem areas which can be clarified for the public and applicants.

11.5.0.2 undertake annual counts of visitors and inquiries at Commission offices from the municipalities, general public and government agencies.

11.5.0.3 maintain records of participation efforts associated with plans in order to identify community interest groups and techniques which prove successful.

11.5.0.4 evaluate the effectiveness of seminars, workshops and conferences as held.

11.6.0 POLICY

11.6.1 INFORMATION AND EDUCATION

Annual Meeting

11.6.1.1 The Commission shall invite all municipalities, school and hospital boards and Provincial Departments to send representatives to an annual meeting at which major planning projects for the past and coming year will be reviewed. ACT 23(b)

MLA's MP's

11.6.1.2 The Commission shall communicate with local MLA's and MP's on a regular basis to discuss planning issues and development in the Region.

Councils and Boards

11.6.1.3 The Commission shall conduct various programs for Councillors, members of school and hospital boards and administrators to review pertinent planning issues and procedures.

Provincial Employees

11.6.1.4 Orientation to the Commission, its Plan and its programs shall be provided to Provincial employees at the request of a Department.

Public

11.6.1.5 Information explaining the subdivision and planning system shall be produced and made available to the general public.

Publicity

11.6.1.6 Local media will be encouraged to report planning events to increase public awareness of planning and development issues. The Commission shall produce press releases to assist media coverage. ACT 26(3)(d)

Libraries

11.6.1.7 Copies of this Plan will be made available to all public libraries in the Region.

Public Information

11.6.1.8 Copies of all planning documents produced by, or in cooperation with, the Commission shall be provided upon request. (For a fee where appropriate.)

Schools

11.6.1.9 The Commission may provide information relevant to planning and cooperate in the development of curriculum related to planning at the request of a school board and/or Alberta Education.

11.6.2 FRAMEWORK

Other Planning

11.6.2.1 This Plan should form a context for all planning in the Peace River Region. The relationship to the Plan shall be identified in all documents prepared by the Commission. Provincial Departments and municipalities are encouraged to explain the relationship to the Regional Plan when preparing any document related to planning and development. Any apparent conflict with the Plan should be identified before critical decisions are reached. PART 5

Advice to Municipalities

11.6.2.2 When requested, the Commission shall

(i) assess local conditions in the context of the Plan and recommend planning initiatives; and

(ii) advise a municipality concerning the relationship of local planning documents to the Regional Plan.

Clear Language

11.6.2.3 The Commission will try to write planning documents so that they are clear and concise. The relationship with various planning documents in the system will be emphasized.

Consultation

11.6.2.4 Consultation among Provincial Departments, municipalities and the Commission is supported on all planning matters.

Board Support

11.6.2.5 It is recommended that the Alberta Planning Board support the strong interrelationship of local, regional and Provincial planning activities through circulating a published brief.

11.6.2.6 The Commission shall cooperate in studies of actions taken to improve the planning system; and may make recommendations to the Alberta Planning Board for changes in the enabling legislation based on regional concerns.

11.6.2.7 Public participation in all planning activities is supported.

11.6.2.7.1 In adopting and amending the Regional Plan the Commission will supplement the specific public participation requirements of the Planning Act when resources allow. ACT 47,48,54

Public Participation

11.6.2.7.2 Municipalities and Provincial Departments are encouraged to provide for significant public participation in every planning program. The Commission may advise and assist municipalities and Departments in this regard when requested.

11.6.2.7.3 Municipalities shall be consulted before the Commission carries out any public participation program within their boundaries.

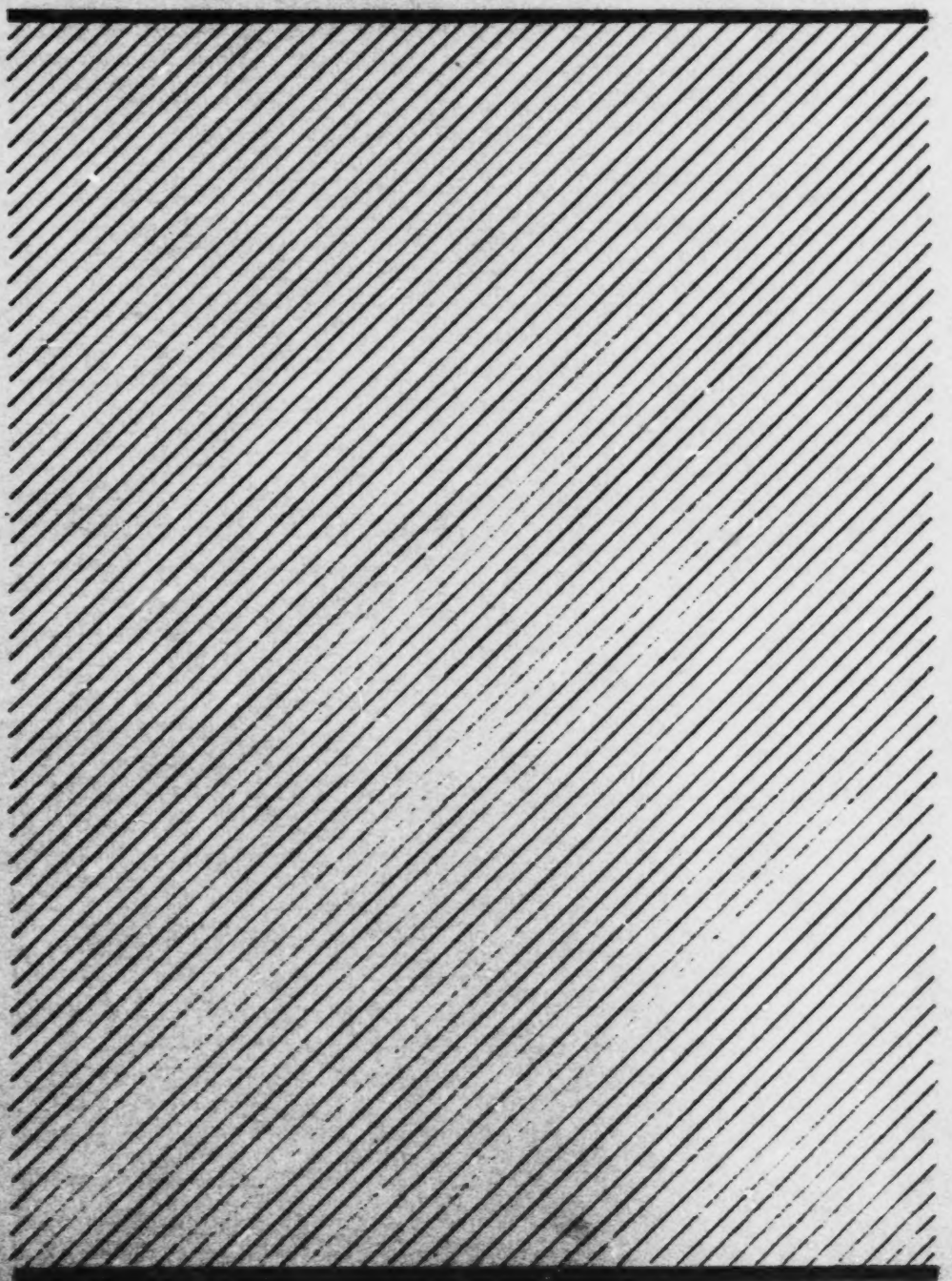
Intermunicipal Forum

11.6.2.8 Municipalities are encouraged to use the Regional Planning Commission as a forum to discuss joint planning issues. The Commission may arbitrate intermunicipal disputes when requested by the municipalities concerned.

Regional Issues

11.6.2.9 It is recommended that the Province use the Commission as a forum for discussion on regional development issues and new planning initiatives.

Part 5; IMPLEMENTATION



PART FIVE : IMPLEMENTATION

A. INTRODUCTION

It is intended that the public, municipalities, the Commission and the Province will all participate in the implementation of this Plan through a range of activities. Many of the policies address issues and problems experienced at the local level. As such many of the implementation mechanisms are directed to the municipal level. The participation of municipalities is viewed as being critical to the successful implementation of many of the policies. A predominant activity of the Commission will be to promote the policies of this Plan as they apply to initiatives undertaken by the Province in this Region. It is hoped that the Province will assist in the implementation of this Plan by evaluating their programs and policies in light of this Plan and, when possible, implement their policies and programs such that Plan objectives will be achieved and Plan policy is reinforced.

The implementation program will be phased over a period of time. Five years is viewed as the minimum period in which all policies can begin to be implemented.

B. MECHANISMS FOR PLAN ADOPTION, INTERPRETATION AND AMENDMENT

This section describes how the Plan, as a document, will be put in place, maintained and revised to respond to changing circumstances.

(a) Plan Adoption

This Plan will be adopted by the Commission, approved by the Alberta Planning Board and ratified by the Minister of Municipal Affairs before it takes effect. Before adoption by the Commission, informal and formal opportunities will be provided to allow individuals and groups, local authorities and government agencies to make suggestions regarding the content of the Plan. Notice of such opportunities will be published in the newspapers of the Region and otherwise advertised. Specific information regarding the Regional Plan is available from Commission offices during normal business hours. ACT 45-51

(b) Interpretation of Policy

Where a question arises as to the specific or intended meaning of a particular policy statement, a local authority or Provincial Department may request a written Clarification of Policy and if the Clarification is not satisfactory to a local authority, that local authority may apply to amend the Plan. If a Provincial Department is unsatisfied with a Clarification of Policy, the Department may request the Commission to reconsider a specific policy and may provide background material and support for the requested change. Such a request for a change will be discussed at a General Meeting of the Commission and, on a vote of the majority of the members present, will be tabled for public hearing and dealt with as an amendment to the Plan (see Sec. c). All Clarifications of Policy will be appended to the Plan and in the case of a dispute will be used to establish precedent. These Clarifications will be reviewed annually and, if appropriate, the Commission may consider an amendment to incorporate the essence of the Clarification. All Clarifications of Policy will be circulated to all local authorities in the Region and to the Alberta Planning Board for circulation to Provincial Departments.

(c) Amendments to the Regional Plan

Where a local authority wishes to have the Plan amended, it may apply for such an amendment in accordance with the Planning Act. The Commission will consider these applications semi-annually on the third Wednesday of April and the third Wednesday of October (or September in years of municipal elections) after a public hearing and notice to local authorities in accordance with the Act. In order to provide for the appropriate period of notice and the preparation of staff analysis, the application to amend, ACT 54-57

along with required supporting material, must be received a minimum of ninety (90) calendar days prior to the next hearing date. Public hearings will be held in accordance with the Peace River Regional Planning Commission Procedures for Public Hearing as adopted and amended. Decisions will be rendered according to the Act and approved amendments circulated to the Alberta Planning Board for approval.

Amendments to the Plan may be generated through the implementation program since this may identify policy deficiencies. To this extent the implementation program can be used as a monitoring tool for testing policy validity and effectiveness.

C. GENERAL MECHANISMS FOR POLICY IMPLEMENTATION

This section outlines a series of proposed implementation mechanisms which will be further developed, tested, refined and modified as their effectiveness is established. Rather than representing a set of rigid activities and instructions to other agencies to facilitate implementation, the following should be interpreted as desirable directions and working relationships which can be used in a flexible process to implement policy. It is intended that the process be flexible so that better, more effective implementation mechanisms may evolve through the cooperative participation, interaction and exchange of ideas among all agencies.

The proposed mechanisms are grouped under five categories.

(a) Commission Oriented Mechanisms

(i) Prepare and adopt a five year implementation program. This would identify and priorize implementation activities over a five year period. It maintains that the implementation of the Plan is the highest priority activity of the Commission which should be reflected in the allocation of staff and budget. The five year implementation program may be used as the basis for preparing annual work programs for financing and administrative purposes. Concurrently, annual reports would be prepared for the review of the Alberta Planning Board detailing implementation activities undertaken in the preceeding year and proposed for the coming year. The comprehensiveness of the five year program will be subject to, and possibly limited by, the availability of manpower and funds.

Some immediate priority activities of the program could be to identify areas of non-conformity between statutory plans and this Plan, assist municipalities in achieving conformity between their plans and the Regional Plan and develop a framework for monitoring. Within the context of the implementation program, the Commission will attempt to respond to particular issues as they arise. This may require the reassessment of priorities from time to time.

(ii) Meet with the Alberta Planning Board. This should occur on an annual basis or more often if deemed necessary. The purpose would be to review the progress of the Plan, discuss budget allocations with respect to the annual work program and to voice any other concerns about regional planning.

(iii) Sponsor annual conferences for municipal councillors. These are intended to be educational conferences sponsored by the Commission and delivered by staff with the possible assistance of the Alberta Planning Board or representatives from Provincial departments. They would focus on regional land use planning topics as these apply at the local level and, during election years, would also be designed as an orientation seminar for newly elected and re-elected councillors. 11.6.16

(iv) Sponsor workshops for municipal administrators. These are intended to be instructional and will focus on how to use Plan policy at the local level. These will also provide municipal administrators the opportunity to discuss technical problems or policy conflicts relative to the implementation of Plan policy. 11.6.1.6 11.6.1.7

(v) Appoint and work through standing and ad hoc committees. The use of committees is an effective means of policy implementation. In addition to the proposed committees specified in the Plan (Ad Hoc Committee on Growth and Development, Technical Advisory Committee) the Commission will also appoint a Standing Committee on Regional Plan Implementation whose function will be to review the progress and effectiveness of the implementation program and recommend changes. PART 3 C.2

(vi) Encourage municipal interest and involvement in the activities of the Commission. This is intended to be over and above municipal participation on the Commission through membership. The sub-regional committees on growth and development and the tier two economic development program are examples of the initiatives which can be taken to generate interest and participation at the local level. PART 3 C.3, C.4

(b) Provision of Services to Municipal Councils

(i) Providing advice to municipal councils and committees of councils. Implementation of policies can be achieved by providing advice to local authorities in the context of the intent and spirit of the policies in this Plan. In giving advice to municipalities on matters of local and regional planning, the Commission will explain the regional perspective on the issue under consideration, indicate the Plan policy appropriate to the situation, demonstrate the benefits of the policy to the municipality and show how the policy can be used at the local level. 11.6.2.1

(ii) Preparation of statutory plans. When consulted to prepare a statutory plan, the Commission will consider all policies of the Plan, advisory and otherwise, and prepare the draft statutory plan such that it conforms with the Regional Plan. This is viewed as an effective and positive method of implementation at the local level. In those cases where municipalities wish to take policy directions clearly inconsistent with those of the Plan, they will be encouraged to retain consultants other than the Commission to prepare the statutory plan. The Commission will continue to provide appropriate assistance to explain or reinforce the policies of the Plan. 6.6.3.1

(iii) Local planning studies. The Commission will make it a priority to cooperate with and, if requested, to assist in a local planning study when such study is viewed as contributing to the implementation of the Plan.

(iv) Statutory document review. The Commission wishes to assist municipalities to identify areas of non-conformity between statutory documents and the Plan. In a case where non-conformities are identified, the Commission will provide a detailed explanation and rationale supporting the Plan policy or policies in question. Municipalities are encouraged to do likewise with respect to the statutory plan policy or policies. Through this process it is hoped that a greater understanding and mutual appreciation for the needs of municipalities and the Commission will be developed. This exchange may also assist in identifying whether it is better to amend the Plan or the statutory document. 11.6.2.1 6.6.3.2

(v) Local planning requirements. Some of the policies in the Plan advise municipalities to undertake certain activities or studies in order to analyse the impacts of development or to achieve certain policy requirements. The Commission will develop guidelines to assist municipalities to undertake these functions and may otherwise assist or advise local municipalities appropriately. 5.6.3.2.4 2.6.4.1

(vi) Specific project analysis. The Commission may provide advisory assistance or information to municipalities in reviewing specific development applications including comments for consideration by the municipality. In those cases where the municipality wishes to undertake an impact analysis of development proposals, the Commission, when requested to do so, will prepare terms of reference to assist municipalities in their review.

(vii) Public participation. The Commission will assist municipalities by recommending mechanisms which may be used to encourage public participation in the local and regional planning process. 11.6.2.7

(viii) Provide a forum for inter-municipal disputes. The Commission will be prepared to provide a forum for the hearing of intermunicipal disputes related to the Plan or policies therein and to advise the municipalities involved with respect to directions included in the Plan. If the municipalities so desire, the Commission may act as an arbitrator of the dispute, subject to the limitations of the Act. 11.6.2.8

(c) Coordination and Cooperation with the Province

(i) Establish technical support liason with the Province. The Commission recommends the use of technical committees composed of representatives from various Provincial departments and Commission staff as a forum to assist both agencies in the implementation of their respective policies. Liason could be through the committee or through contact persons from a particular department depending upon the issue under consideration. The Commission representatives will explain positions relative to the Plan and will advise the Commission on problems respecting implementation of the Plan. It is recommended that Provincial departments assist in this process by providing annual updates of their activities in the Region. 11.6.2.1 11.6.2.4 11.6.2.9

(ii) Provide representation on government committees. When invited to do so, the Commission will appoint representatives to sit on government committees to explain regional concerns and promote Plan policies. 2.6.5.1.1

(iii) Promote joint studies. In matters of shared jurisdiction or overlapping interest, the Commission will promote and request the use of joint studies to facilitate input from both the Province and the Commission. In certain problem areas, the Commission may request specific research assistance from the Province. 7.6.1.1 6.6.2.6.3 5.6.4.4

(iv) Request policy reconsideration. In those cases where Provincial policy conflicts with regional policy the Commission will re-examine its Plan policy and encourage the appropriate Provincial department to do likewise, with the intent of developing mutually acceptable policy and/or to implement policy in a fashion that is mutually acceptable. Furthermore, the Commission will appreciate and use any opportunity to provide input into departmental policy as that policy may affect this Region. The Commission recommends that it be kept informed and given an opportunity to comment before departmental policy, which may affect the Region, is made or amended. 11.6.2.9

(v) Commenting on proposals. The Commission wishes to continue to comment on public lands disposition and to comment to the Local Authorities Board on annexations. The Commission's comments will be from the perspective of the Plan and reflect its policy. 5.6.3.2

(vi) Communication with Members of the Legislative Assembly. The Commission will strive to keep regional Members of the Legislative Assembly informed of activities in the Region and of policies and changes to policy in the Plan and will request their comments and support for the Plan. (Similar contact with M.P.'s may be considered.) 11.6.1.2

(vii) Intervene at hearings. When opportunities are available the Commission may make representations at any hearing to put forth regional concerns and policy.

(d) Provision of Information

(i) Publish information. The Commission will prepare, publish and make available all research studies, handbooks, guidelines and standards as specified in the Plan. The Commission may, from time to time and as the need arises, also publish explanations or clarifications of its policies. 11.6.1.8 (E)

(ii) Prepare position papers. As a forum to encourage discussion leading to the amendment of policy or the preparation of new policy, the Commission will prepare, publish and distribute position papers on matters of land use planning.

(iii) Data bank maintenance. The Commission will undertake the improvement and expansion of data banks as specified by policy and required for policy implementation. PART 3 PART 6

(iv) Special areas planning. Further to the Environmental policy and the Land Use Classification System the Commission will undertake planning measures for special areas. 2.6.1.4.2 6.6.2.6.3

(e) Publicity, Public Profile and Education

The Commission wishes to undertake a variety of activities to maintain a higher profile and to educate and make citizens aware of regional planning and the Plan. To this end the Commission will consider the use of media coverage, newsletters and other methods. 11.6.1.3

D. IMPLEMENTATION THROUGH PLANNING MECHANISMS

This section is intended to generally indicate how the Commission sees the implementation of the Plan being carried out through the detailed planning mechanisms provided in the Act. And how the Commission, as provider of services and commenting agent, might influence these processes.

(a) General Municipal Plans (G.M.P.'s)

The concept of having regional planning put into place through local decision making is vital to this Plan. The major instrument available to municipal councils to do local planning (as opposed to regulation) is the General Municipal Plan. The Planning Act states in general terms, what must be contained in General Municipal Plans Policy in this Plan is intended to supplement these requirements by providing principles and specific inclusions which may help a municipality prepare its G.M.P. and assess its relationship to the Regional Plan. It is believed that this mechanism will be useful in clarifying the planning framework and avoiding misunderstanding of Plan policies and intent. 2.6.5.1.2 4.6.0.5 4.6.6.4 5.6.1.2 6.6.1.2 7.6.0.1 8.6.0 10.6.0.4

Some of the policy in this Plan is predicated on the adoption of a G.M.P. with particular content. Where a municipality does not wish to provide for a particular kind of development, it may choose to postpone the adoption of particular provisions indicated in this Plan until conditions change. An example would be a Rural Municipality, that prefers not to have multi-parcel country residential development other than in Hamlets, would not designate any area Country Residential in accordance with Chapter 4. 4.6.5.3

The Regional Plan contains policy dealing with a wide variety of considerations. Municipalities are encouraged to consider these topics when preparing a General Municipal Plan and to include policy statements dealing with each. If a municipality considers that a particular policy is not applicable in its case, it should advise the Commission when requesting comment.

Municipalities are encouraged to refer a G.M.P. to the Commission at an early stage in its development. On receiving a general municipal plan for comment, the Commission shall attempt to identify any potential non-conformance between the G.M.P. and the Regional Plan and shall advise the municipality accordingly.

Municipalities are advised that when preparing drafts of local plans at the request of Council the Commission will include provisions to address all policy in this Plan. 6.6.3.1

The Commission maintains that the approach presented will provide for the optimum combination of local autonomy and good planning and encourages municipalities to conduct local planning in a spirit of cooperation with other agencies involved in planning in the Region. Municipalities are encouraged to provide for maximum public input into the preparation of Plans. The Commission may provide advice and assistance if requested.

(b) Joint General Municipal Plans

Cooperation of the various interests involved in planning is considered critical to the optimum development of the Region. Recent amendments to the Planning Act and the desire for, and practicality of, having detailed planning carried out by those most directly effected lead to an increased emphasis on cooperation among the municipalities in particular geographic areas - usually an urban municipality and the rural municipality(s) surrounding it.

Policy in this Plan specifically provides for and supports the adoption of Joint General Municipal Plans as one means of cooperating in deciding future development. However, since the preparation and adoption of joint plans is a new phenomenon, untested in this Region or elsewhere in Alberta and since, if successful, the use of joint planning (and possibly joint planning commissions) could significantly change the role of the Regional Planning Commission; it is adviseable to carefully monitor the progress of joint planning. 5.6.1.5 6.6.2.3.4

Therefore, the Commission will carry out the following program with respect to joint planning.

(i) Monitor and report on the progress of the various joint planning programs being carried on in the Region;

(ii) review joint planning activities in other parts of the Province;

(iii) review the current legislation regarding joint planning as provided in the Planning Act as amended;

(iv) identify issues involved in joint planning which might include:

  (a) typical rural and urban points of view
  (b) methods for reaching agreement
  (c) role of the Regional Planning Commission in

    (i) providing technical services
    (ii) mediating/conflict/arbitrating
    (iii) other functions
  (d) methods for administering agreements reached in (b);

(v) recommend appropriate actions or positions for the Regional Planning Commission regarding joint planning; and

(vi) review current and proposed policy with respect to joint planning and recommend changes to correspond with 5.

(c) Area Structure Plans (ASP)

The Commission encourages the use of area structure plans to implement regional and local policy on a site-specific basis. These ASP's provide for detailed planning of an area which is anticipated to be developed; and also provide for local decision making since the ASP is adopted by a Council of a municipality.

This Plan indicates cases in which ASP's should be used. 2.6.1.4.1.4
8.6.0

(i) Expansion Areas of an urban municipalities, 4.6.6.14
(ii) highway vicinity subdivision, 4.6.5.4
(iii) growing hamlets (hamlet centers), 2.6.2.2.11
(iv) areas designated for multi-parcel country residential development, and 4.6.7.9
(v) industrial parks in rural areas.

The Plan also provides for the content of ASP in these cases. Municipalities are encouraged to use area structure plans wherever there is a need for detailed planning.

Area structure plans may be prepared with various levels of detail. For example, an ASP for four quarters in an areas designated Country Residential or in an urban expansion area might not involve detailed lot design, while those for rural industrial parks would include lot layout and dimensions, etcetra.

The Commission shall assist municipalities in organizing procedures for processing area structure plans and shall comment as to Regional Plan conformity when requested by a municipality.

Where a subdivision application is made under an adopted area structure plan, the Commission shall process the application without further circulation or comment providing the subdivision conforms to the ASP and the ASP to this Plan.

Municipalities are encouraged to consult the Commission before establishing procedures for area structure plan processing.

(d) Land Use Bylaws (LUB's)

The majority of municipalities in the Region have adopted land use bylaws. The Commission will assist municipalities in identifying potential conflicts between these LUB's and the policies of this Plan.

At the request of a municipality the Commission may prepare proposed regulations for inclusion in a LUB to resolve areas of non-conformity.

This Plan includes specific recommendations for inclusions in land use bylaws. The Commission encourages municipalities to include these provisions and enlarge on them with specific regard to local conditions. 2.6.4.4.3
6.6.1.2

Municipalities are particularly encouraged to follow their GMP and the Regional Plan in exercising discretionary approval in direct control districts and to specifically indicate the relationship among this Plan, the General Municipal Plan and the Land Use Bylaws in both documents.

Municipalities are also encouraged to circulate LUB amendments to the Commission for comment at or before first reading.

Draft LUB's, prepared by the Commission at the request of a municipality, will include provisions to meet all policies of this Plan. 6.6.3.1

Municipalities are encouraged to adopt land use bylaw amendments to reflect more detailed planning carried out by the Commission under Chapters 2 and 6 of this Plan.

(e) Subdivision Approval Authority (SAA)

The Commission is currently the subdivision approving authority for all municipalities in the Region with the exception of Grande Cache, Fox Creek and Rainbow Lake. In carrying out its responsibilities as an SAA, the Commission will apply the discretion allowed by the Act, the Subdivision Regulation, this Plan, statutory plans and land use bylaws such that its decisions support the spirit and intent of this Plan. Where discretionary decisions are specifically allowed, the Commission may prepare guidelines to clarify the nature and intent of the discretion being exercised.

The Act and the Subdivision Regulation contain a number of sections where the opinion of the Subdivision Approving Authority or policies of a regional plan are intended to be the basis for the application of discretion. The pertinent sections of legislation and some examples of corresponding policies are noted below. These are not intended to be comprehensive. Rather, they are meant to highlight some of the relationships between policy and decisions to be taken by the SAA.

ACT: Section 88(1)(a)

A subdivision approving authority shall not approve an application for subdivision approval unless

(a) the land that is proposed to be subdivided is, in the opinion of the subdivision approving authority, suitable for the purpose for which the subdivision is mentioned.

Many policies in the Plan can be used to determine suitability. In the case of expansion within an urban municipality the SAA will use a General Municipal Plan provided such plan has been endorsed by the Commission (5.6.2.1). In those cases where no endorsed GMP exists the SAA will use a number of criteria as listed in policy 5.6.2.2. A number of environmental policies can be used to determine suitability for subdivisions in floodplains including policy 2.6.4.3.1.3 which establishes when subdivisions in floodplains are unsuitable. In the case of subdivisions in the Rural Zone, suitability will be determined in accordance with the designations given to the land by the rural municipality (4.6.0.5). In a general sense all policy in the Plan can be used to determine suitability.

ACT: Section 88(1)(b)

A subdivision approving authority shall not approve an application for subdivision approval unless

(b) the proposed subdivision conforms to the provisions of any regional plan, ministerial regional plan, statutory plan and land use bylaw that affects the land proposed to be subdivided.

Conformity of statutory plans and land use bylaws to the Plan is generally encouraged and specifically required in policies 6.6.3.1 and 6.6.3.2. If a subdivision conforms to a local plan or bylaw and these conform to the Plan the SAA can be satisfied that Section 88(1)(b) has been properly addressed. In the case of questionnable conformity the SAA may use, among other policies, the development characteristics of the Land Use Classification System (6.6.3) to establish conformity.

REGULATION: Section 5(g)

The subdivision approving authority may require an applicant for subdivision approval to send to it all or any of the following:

(g) such other information as may be required by the subdivision approving authority to determine whether it is required to refuse approval of the application for subdivision approval under section 88(1) of the Act, including information for the purpose of relating the application to future subdivision and development of adjacent areas.

The emphasis in this regulation is to obtain information about the future development of adjacent areas. In order to establish this the SAA will use area structure plans as an aid to reaching a decision. Some examples of such cases include subdivisions in hamlet centres (4.6.6.14), multi-parcel country residential developments (4.6.5.4) and industrial parks in rural areas (4.6.7.9).

REGULATION: Section 8(h)

In making a decision as to whether or not to approve an application for subdivision approval, the subdivision approving authority shall consider, with respect to the land that is the subject of the application,

(h) such other matters as it considers necessary to determine whether the land that is the subject of the application is suitable for the purpose for which the subdivision is intended.

The emphasis in this regulation is to obtain additional information to determine suitability of the subject lands. Some examples of additional information which could be used by the SAA include information required in policy 2.6.2.2.1, engineering analysis for hazardous lands as required in policy 2.6.4.2.1, floodline mapping as required in policy 2.6.4.3.1.1 and a variety of site specific tests and samples as required by policy 2.6.6.4. These are all specific to certain types or locations of proposed subdivisions.

REGULATION: Section 10(b)

Every proposed subdivision must provide to each lot to be created by it

(b) lawful means of access satisfactory to the subdivision approving authority.

The SAA may satisfy itself as to legal access in accordance with the applicable transportation policies (Chapter 8). Other policies include 2.6.1.2.1 respecting access in river corridors and 4.6.5.5.1 respecting limited access in country residential subdivisions.

REGULATION: Section 20

Unless otherwise permitted in a regional plan, in a rural municipality, a subdivision approving authority shall not approve an application for subdivision approval for country residential use unless the land that is the subject of the application

(a) is 5 miles or more from the boundaries of a city, town or new town having a population of 5000 or more persons,

(b) is 2 miles or more from the boundaries of a city, town, new town or village having a population of 1000 or more but less than 5000 persons, or

(c) is 1 mile or more from the boundaries of a town, village or summer village having a population of less than 1000 persons.

The Plan does allow country residential development in an Urban-Rural Fringe zone through joint general municipal plans (6.6.2.3.2) provided such land is also designated for country residential (4.6.0.5). The boundaries of an Urban-Rural Fringe zone can also be adjusted such that they are greater than or less than the distances in Section 20 of the Regulation (6.6.3.3.4). The SAA shall use these policies in addressing Section 20.

REGULATION: Section 21

(1) In a rural municipality, a subdivision approving authority shall not approve an application for subdivision approval for country residential use unless the land that is the subject of the application has, in the opinion of the subdivision approving authority, a low capability for agricultural use.

(2) Subsection (1) does not apply if the land that is the subject of the application

(a) is the site of a farmstead that is to be separated from an unsubdivided quarter section, or

(b) is the first parcel to be separated from a quarter section and the nearest boundary of the parcel is at least 1000 feet from the right of way of a highway,

and the regional plan affecting the land permits either or both of the subdivisions referred to in this subsection.

This Plan permits

(a) Farmsteads to be subdivided from any unsubdivided quarter section and

(b) the first parcel to be separated from a quarter section when:

(i) the soil quality of the lot to be created is less than 41% by the Rural Farmland Assessment; and

(ii) it is located in an area designated Secondary Agricultural.

The Plan makes further allowances for determining "unsubdivided" quarter sections and requesting waivers for Farmsteads which are not first parcels out (Chapter 4).

(f) Lands for Public Roadways, Utilities and Reserves

The Act establishes the Subdivision Approving Authority as the agency most responsible for the acquisition and allocation of reserve lands whereas local authorities are responsible for the use and disposal of reserve lands (See Sections 92-101 and 107-115). The Commission views the responsibility given to the Subdivision Approving Authority by the Act as an opportunity to reinforce the policies of this Plan. Accordingly, the Commission may prepare and publish, for the guidance of local authorities and the Subdivision Approving Authority, a handbook which explains the reserve land provisions of the Act.

When dealing with reserve land, the Commission will execute its responsibilities in accordance with the following principles:

(i) such that it implements the policies of a statutory plan when such plan has been endorsed. (This will reinforce the spirit of cooperation which is central to many of the policies of this Plan);

(ii) such that the spirit and intent of the policies in this Plan are implemented; and

(iii) the Commission will encourage and consider representations made to it by local authorities with respect to reserve lands.

These principles will also be used when considering money-in-lieu of reserve lands and deferred reserves. The Environmental policies of this Plan (See Chapter 2) will be used in deciding upon environmental reserves.

As further means of implementing policy the Commission shall encourage and assist municipalities to develop policies in statutory plans and joint plans respecting the acquisition, allocation, maintenance, use and disposal of reserve lands. Guidelines may be prepared reflecting the spirit and intent of policies in this Plan to assist municipalities in preparing such policies. In order to encourage municipalities and school boards to enter into agreements, the Commission will also prepare model agreements for their consideration.

(g) Comments to the Local Authorities Board

The Commission shall submit comments regarding a proposed annexation to the Local Authorities Board when:

(i) requested to, in accordance with the Act; or
(ii) when the proposed annexation will effect the achievement of t Goals and Objectives of the Regional Plan.

Comments to the Local Authorities Board from the Commission shall the context of, and with reference to, the Planning Strategy for and Development and the policies of this Plan. 5.6.3

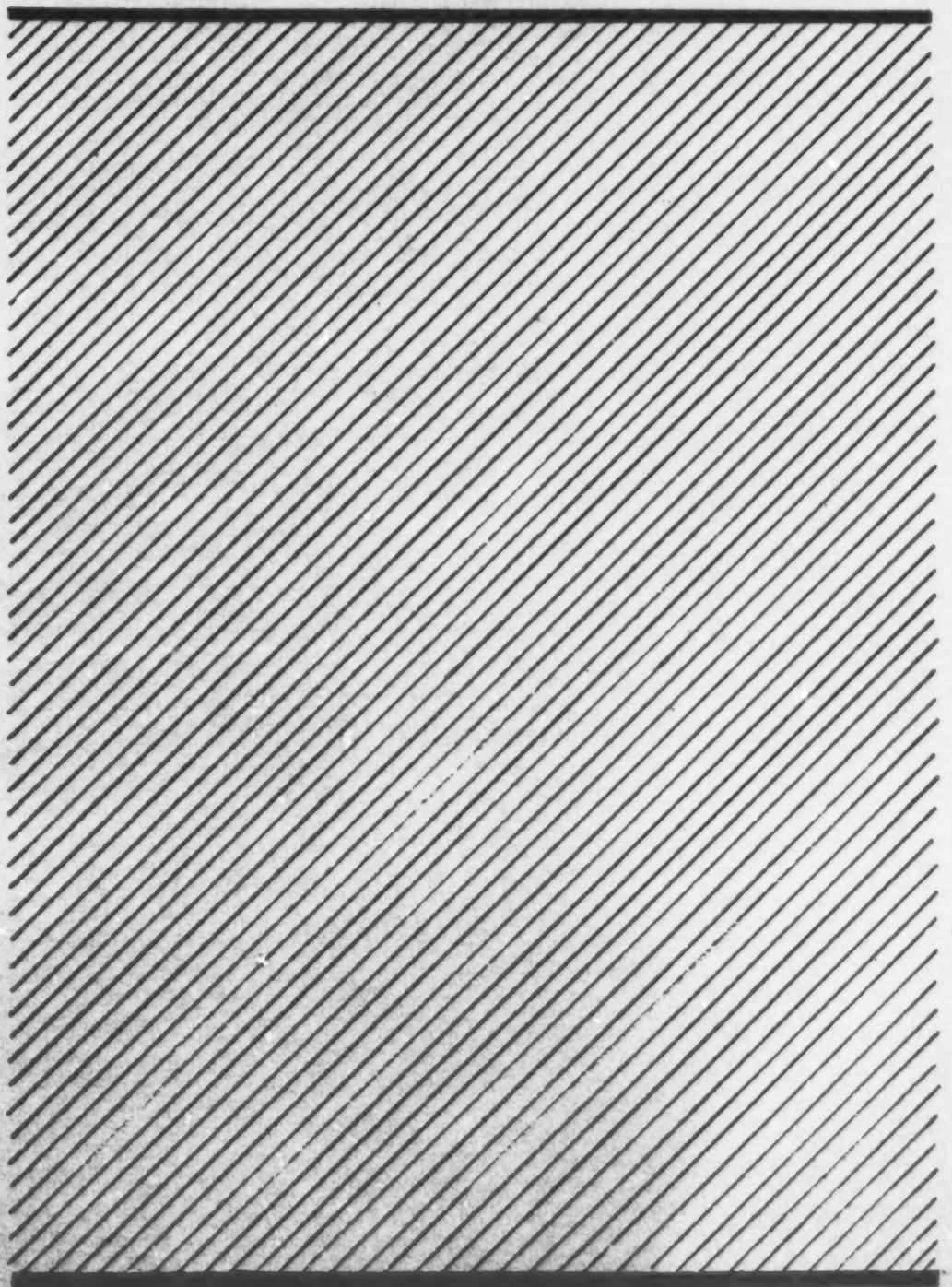
E. PRELIMINARY IMPLEMENTATION PROJECTS

The following is a partial list of implementation related proje ...e undertaken by the Commission. These will be detailed and pri ...ring the design and preparation of the five year implementation pror ... These are not included in any order of priority.)

- Municipal handbook to assist in the evaluation of gr ... PART 3 C4
- Regional Tier economic development program. PART 3 C6
- Identification and inventory of sand and gravel sites. 1.6.0
- River Corridor management plans (as required). 2.6.1.4.2
- Mapping program to identify Environmentally Sensitive Areas. 2.6.3.1.2
- Guidelines for environmental impact assessments for subdivisions in Environmentally Sensitive Areas. 2.6.3.1.2
- Erosion and sedimentation control measures for single parcel applications. 2.6.5.2.1
- Guide/framework for growth of Urban Municipalities. 5.6.2.1
- Guidelines for general municipal plans in Urban Municipalities. 5.6.2.2

• Locations study for New Settlements.	5.6.4.4
• Special areas study - Rural/Frontier interface.	6.6.2.6.3
• Locally administered funding program for housing.	7.6.0.3.1
• Residential Servicing Guidelines.	7.6.0.7.1
• Architectural and subdivision design guidelines.	7.6.0.8
• Regional housing study.	7.6.1.1
• Handbook for mobile home subdivision design.	7.6.0.12
• Demographic profile of the region (updated on a regular basis).	10.5.0.1
• Biannual inventory of regional services.	10.5.0.4
• Monitor and review of mega projects - Shell plant in Peace River area, Initial Study.	1.6.9 10.5.0.3
• Municipal Census.	PART 5
• Handbook explaining reserve lands and the Planning Act.	PART 5

Part 6; MONITORING AND REVIEW



PART SIX: MONITORING AND REVIEW

A. INTRODUCTION

For the purposes of this Plan monitoring and review should be viewed as separate activities. Although they are related in that information from the former may assist in the execution of the latter, they are each different in purpose, focus and effect on the Plan.

Monitoring is the process of evaluating policy and policy implementation to determine if goals and objectives are being achieved within an appropriate time frame. It tends to be a continual process which may result in course- correcting amendments to the policies and/or the way these are implemented. A variety of techniques may be used with each monitoring exercise applying to a specific policy or group of policies. The objective in monitoring is to test policy effectiveness not for the Commission to become a watchdog of municipalities. However, monitoring will require an analysis of municipal plans, by-laws and development decisions to establish policy effectiveness at the local level.

Review is the process of evaluating the goals and objectives, assumptions and premises, and the problems and issues addressed by policy. It takes a holistic approach in reviewing the Plan and tends to be a periodic process which may result in major amendments to or a complete redrafting of the Plan.

B. MONITORING PROGRAM

It is not the intent of this Plan to illustrate a work program which describes all of the activities and processes to be undertaken in the monitoring program. Many of these will evolve in accordance with the perceived needs from time to time. This section will outline the three major components of the program which includes a series of proposed activities, sources to be used for data gathering and an analytical method for measuring policy effectiveness.

(a) Proposed Activities

The Commission will undertake the following activities as part of its monitoring program.

(i) Evaluate federal and provincial plans, policies and programs to determine their impact on the Region and the policies of this Plan. Liaison should be established with appropriate representatives to facilitate this evaluation. 7.5.0.2 10.5.0.3

It is recommended that Provincial departments should generate program objectives applicable to this Region which are consistent with the objectives as described in the Plan. It is further recommended that they undertake monitoring to evaluate the effectiveness of their policies and programs and to modify these accordingly. The Commission will cooperate and assist with monitoring in any appropriate fashion.

(ii) Assess municipal plans, policies and development decisions. This will be undertaken to establish if regional policies are being used at the local level and in the spirit intended by the Plan. The objective is to determine whether municipalities are finding policies useful. Discussion with municipalities will be required and promoted.

Municipalities will be encouraged to circulate proposed policies to the Commission for comment and, if necessary, to seek amendments to the Plan.

(iii) Measure the economic, physical and social change in the Region. To be successful a monitoring program must monitor change and the effects of change (See Planning Model - Part Two). This is achieved by updating and improving existing data banks and creating new data banks. 7.5.0.1

(iv) Develop an analytical approach to determine policy effectiveness. The analysis of information and change in the Region must be such that it can be used to measure policy success (See Analytical Approach).

(v) Develop coordination mechanisms with the Province. The Commission recommends that each Provincial department submit an annual report which outlines the initiatives which have been undertaken and which are proposed to be undertaken in the Region. 4.5.0.1

(vi) Encourage municipalities to monitor the effectiveness of the policies in their statutory plans. The Commission may provide monitoring guidelines for consideration by municipalities.

(b) Information Sources

The collection of information will be an ongoing process of the monitoring program. Each policy chapter has a series of monitoring statements which are particular to the chapter. These may be viewed as contributing activities to a more comprehensive monitoring program which involves an information retrieval system in cooperation with municipalities and the Province, composed of the following activities and sources of information:

(i) Subdivision Monitoring Program. This involves the collection of various data for each subdivision application received by the Subdivision Approving Authority. The data can be used to produce the analysis required by some of the monitoring statements. (A pilot project has been undertaken and proven to be useful.) 5.5.0.2 8.6.0 2.5.0.2 2.5.0.4 11.5.0.1

(ii) Local Plans and Land Use Bylaws/Orders. The process of preparing these documents indicate local needs and desires which can be used to assess the validity of regional policy. 6.5.0.1 4.5.0.6

(iii) Evaluation of Policies by Municipalities. This is intended to assess the applicability and usefulness of regional policy at the local level. It can be accomplished through an annual survey (questionnaire) regular formal contact (perhaps with sub-regional committees or regular council meetings), informal periodic contact with municipalities or in response to particular policy problems experienced by municipalities from time to time. This process can be coordinated with review of local plans and by-laws. 6.5.0.2 4.5.0.7

(iv) Local Annual Reports. Municipalities may assist the Commission in monitoring by making available annual reports which describe development activity within the municipality. The Commission will prepare an outline of recommended information so that reports are comparable and may assist in the preparation of such reports on request. 5.5.0.1 4.5.0.3

(v) Annual Municipal Census. This is viewed as a most useful information base. The Commission will prepare and encourage the use of a standard municipal information form so that data is comparable. PART FIVE 4.5.0.5

(vi) Observation and testing of certain policies as implemented. Examples of this are found in the Environmental Policies chapter. 2.5.0.1 2.5.0.3

(vii) Data Bank. The subdivision monitoring program, annual reports and municipal census all contribute to the data bank. There are a number of specific data gathering or monitoring activities associated with particular policies. Some of these are identified by the monitoring statements in the policy chapters. 1.5.0 10.5.0.1 10.5.0.4 4.5.0.4 11.5.0.2 11.5.0.3

Other information sources will be developed as required.

(c) Analytical Approach

In order to determine policy effectiveness one must be able to recognize if policy is having an impact on the Region such that goals and objectives are being achieved and problems and issues are being resolved. The following is an outline of a proposed method for recognizing policy impact. This will be tested, made more comprehensive and modified if necessary.

The proposed method has two components. One is a series of techniques for measuring policy success and the other is a process to identify contingencies.

(i) Techniques for Measuring Policy Success

Indicators to measure policy success may be designed to focus on achievement of objectives, trends and directions in which the Region is evolving or resolution of identified problems and issues.

In the case of indicators which focus on achievement of objectives it is proposed that the objectives be translated into targets whose attainment can be monitored. The level of attainment or the degree of progress toward the target could be used as an indication of the particular policy's effectiveness. Examples are as follows:

Objective: To encourage a full range and adequate distribution of health, education, emergency and recreation services and facilities.

Translation into Target

- To achieve, within 5 years, a level of services equal to the Provincial standard based on per capita ratios; ie., 1 firefighter per 1,000 population, 1 hospital bed per 50 population, 1 school room per 25 children, etcetra. (These ratios are used for illustrative purposes and don't necessarily reflect Provincial standards.)

Achievement or progress toward this target may be measured at any point in the time period and a decision made whether the applicable policy is being effective or if it should be modified or if an alternative policy should be formulated.

Objective: To develop guidelines for non-farm development in rural areas.

Translation into Target

- To achieve, within 5 years, a land use distribution in the rural zone where 80% of all new isolated country residential lots are located in rural districts or hamlets.

This too can be measured as in the first example. Both objectives may have many more targets.

The goals and objectives in this Plan do not have a time frame associated with their achievement. A time frame is important since it can be useful in measuring policy effectiveness. The Commission will develop a time frame as it develops the monitoring program.

In the case of indicators which focus on trends and directions it is proposed that the Commission moinitor the deviation from current and projected trends and evaluate and modify policy accordingly. A deviation from a trend or direction may indicate that the policy is not effective if it is the intent of policy to maintain a trend or that it is effective if the intent of policy is to achieve an objective by altering a trend. Examples of this type of indicator are included in the following explanatory note.

EXPLANATORY NOTE: INDICATORS OF TRENDS AND DIRECTIONS

1. Consumption of Agricultural land for non-farm subdivision.

   - Land subdivided between 1974-1978 (4 years) = 10,270 acres
   - Annual average consumption = 2,567.5 acres (Trend)

   Any deviation in this rate over a prolonged period of time could act as an indicator to modify policy.

2. Opening up of New farmland.

   - Total Useable Farmland (1976) = 6,151,466 acres
   - Estimated Farmland by 2001 = 8,600,000 acres
   - Average Annual Increase = 100,000 acres (Trend)

   Any deviation in this rate over a prolonged period of time could indicate that policy should be reviewed.

3. Annexation - 1976-1980

R.F.A. Rating	Amount Annexed	TRENDS % of Total	Annual Consumption
(i) 16 - 28%	772	7.9	193
(ii) 28 - 41%	2,649	27.0	662
(iii) 41%	6,304	65.1	1,576
Total	9,725	100.0	2,431

Any deviation in the relative average amount of land annexed, the percentage of classes of land or the annual consumption could indicate whether policy is being effective.

These examples are for illustrative purposes only. All base numbers require verification. The examples are based on the premise that current rates of consumption, annexation and new farmland creation are acceptable or desireable. This too, requires further testing. Policies may indicate that other directions are more desireable; not necessarily current trends or directions.

In the case of indicators which focus on problems and issues it is proposed that measurement criteria be developed for each issue which could indicate whether the issue has been resolved. For example, an issue in the Resource Development Policy is that the economic base is dependent almost entirely on resource extraction and development with few manufacturing industries (See 1.1.1.4). This issue could be considered resolved or partially resolved if the associated policies stimulate an increase in manufacturing industries locating in the Region which thereby makes the economic base less dependent on resources.

It is intended that all of the three types of indicators be analyzed independently and together. As a general approach indicators would be used in a broad sense at the beginning and in a more specific and complex sense as policies, whose effectiveness is questionable, are identified. This could evolve into a detailed case study to test policy effectiveness.

(ii) Process to Identify Contingencies

Contingencies are events which, although they can't be planned for since they are unknown, must be responded to when they occur. These may include, for example, changes in enabling legislation which can change the status of the Plan or certain policies within it, changes in government policies, and changes in economic conditions which can generate a totally different development prospect for the Region. Changes to enabling legislation can be monitored through Regional/Provincial interaction. Changes in economic conditions may become apparent through the monitoring of change [See (a)(iii)]. Changes in government policy are perhaps less predictable. In all cases it is important that Plan policy be evaluated in light of the new conditions. Contingencies may also generate a need for review of the Plan as a whole.

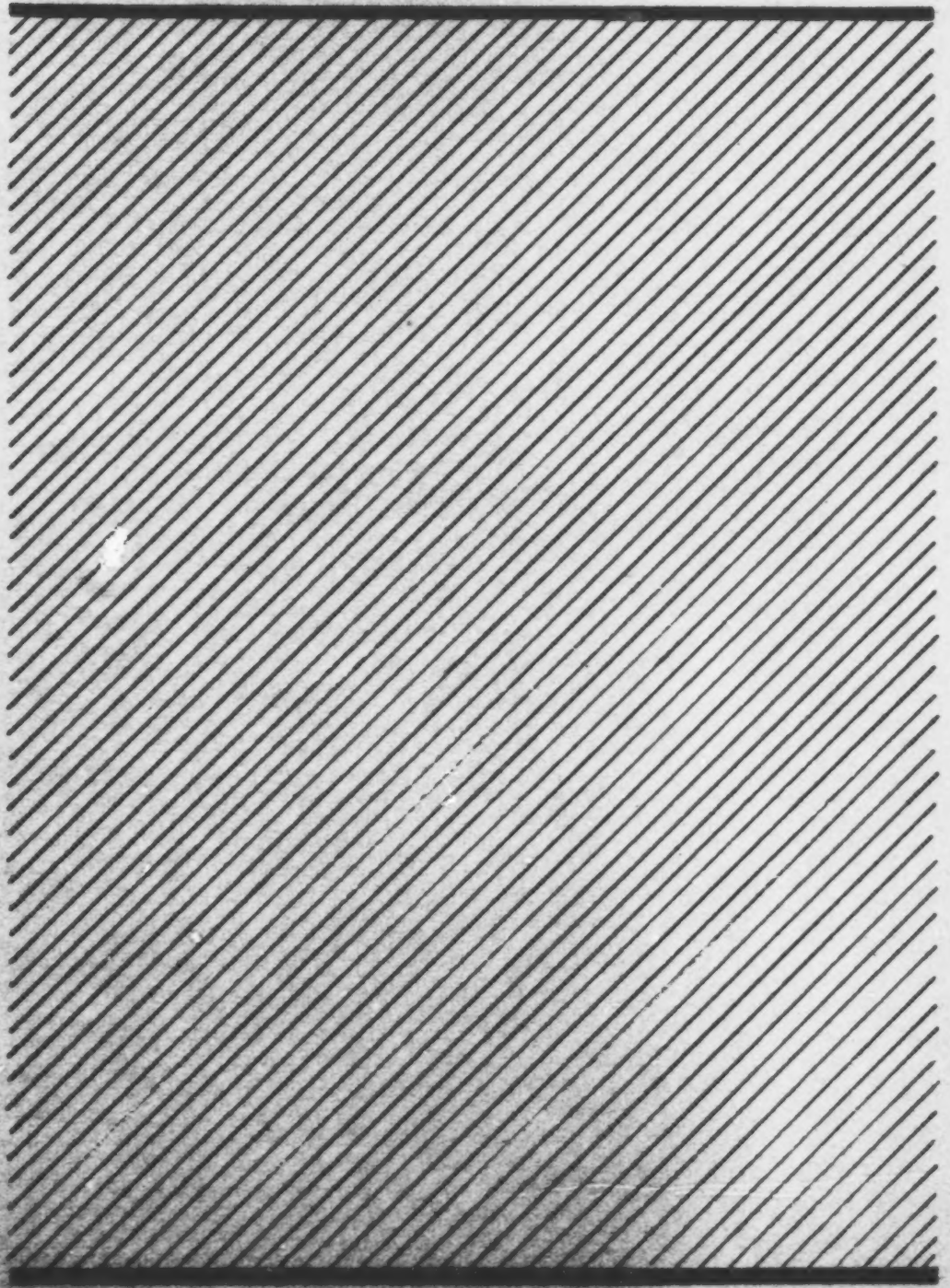
SEE p.6-1

C. REVIEW

A review of the Plan will be undertaken in accordance with need as identified in the monitoring program. The Commission maintains that it may take 5 years for all of the policies to be implemented to some degree. As such two types of review are envisaged at this time. First will be a selective review to occur in 5 years from the adoption of the Plan. This will examine the progress made to that point in time and will review each policy area in a general sense. The second review will be a comprehensive review to occur 10 years after adoption of the Plan. This would assess whether the goals, objectives and the Plan are still valid. Each policy would be specifically reviewed.

Any review exercise should include a survey of municipalities and the public to determine the relevance, effectiveness and utility of the Plan.

APPENDICES



APPENDICES

The following appended material is intended to assist the reader in understanding the content of the DRAFT Regional Plan and is not policy. It includes the following:

I APPENDIX FOR PART THREE:
PLANNING STRATEGY FOR GROWTH AND DEVELOPMENT

II APPENDIX FOR CHAPTER 2:
ENVIRONMENTAL POLICY

III LIST OF BACKGROUND REPORTS

I APPENDIX FOR PART THREE: PLANNING STRATEGY FOR GROWTH AND DEVELOPMENT

EXPLANATORY NOTE: ROLE AND FUNCTION MATRIX

The growth studies prepared to date were used as the basis for formulating the Role and Function Matrix. Although the information in these studies is comprehensive there has been no testing of the matrix results to justify its validity. This testing can be done by comparing such factors as floor space by use, intermunicipal travel patterns, newspaper circulation, radio/television broadcast areas, telephone calling patterns, tax assessment ratios, etcetra. This testing should be done if there is signficant disagreement with the matrix results. However, even if the matrix is not totally accurate, it should prove useful in helping municipal councils look at their municipality in relation to other municipalities for the purpose of developing local and sub-regional growth strategies.

The matrix should be viewed as a planning tool. It examines economic base functions and speculates on the relative current and future importance of the various economic base functions to the municipalities. It is not intended to represent a self-fulfilling prophecy but rather an educated guess about the foreseeable future; up to 15 years in this case. It does not necessarily reflect an economic base function which is important only at the local level. To be included as significant the function must exert influence byond the municipality in which it is located.

An explanation of the matrix results will be included in a background study to the Plan.

LEGEND

A Function has extra sub-regional importance. The function within a municipality must exert influence beyond its sub-regional boundary.

B Function has major importance in the sub-region. This indicates that the municipality dominates or shares dominance with another municipality in the sub-region relative to the particular function.

C Function has minor importance in the sub-region. This is a matter of degree. The function must be dominant enough to attract users from beyond the corporate boundaries yet not to the degree implied by A. It is insufficient for a function to be important within the municipality only.

D Limited expansion potential. This indicates that the function isn't expected to increase in importance and may not maintain its current level of relative importance.

P Possible function. This indicates that the corresponding function may have some importance in the future.

\+ A plus sign beside a code indicates that the corresponding function may have increasing importance in the future.

ROLE & FUNCTION MATRIX

SUB-REGIONS	1										2		3		4							
MUNICIPALITIES	Grande Prairie		Beaverlodge		Sexsmith		Wembley		Hythe		Valleyview		High Prairie		McLennan		Falher		Donnelly		Girouxville	
	22,718		1,847		1,141		1,119		835		2,066		2,281		1,212		1,162		340		315	
FUNCTIONS	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+
1. Commercial Centre (retail/service)	A	A	C	Cd					C	Cd	C	C	B	B	C	Cd	B	Bd	C	Cd	C	Cd
2. Institutional Centre	A	A	C	C	C	C			C	C	B	B	B	B	B	B	C	C	C	C		
3. Administrative/Gov't Centre	A	A											B	B								
4. Oil/Gas Service Centre	B	B+	B	B+						C	B	B										
5. Forestry Service Centre	B	B											B	B								
6. Agriculture Service Centre	B	C	C	D	B	Bd	C	Cd	C	Cd	C	C	B	B	C	Cd	C	Cd	C	C	C	Cd
7. Other Resource Service Centre	C	B																				
8. Transportation/ Communication Centre (accomodation centre - highway service centre)	A	A									A	A			B	B				P		
9 Dormitory Function					B	B+	B	B+														

ROLE & FUNCTION MATRIX

SUB-REGIONS	5								6						7							
MUNICIPALITIES	Spirit River		1,107		Rycroft		538		Wanham		233		Eaglesham		299		Peace River		5,754		Grimshaw	
FUNCTIONS	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+
1. Commercial Centre (retail/service)	B	B	C	Cd	C	Cd	C	Cd	A	A	C	C+			B	B	B	B				
2. Institutional Centre	B	B							A	A			C	C	B	B						
3. Administrative/Gov't Centre	B	B							A	A					B	B						
4. Oil/Gas Service Centre										B+		C			B	B+	C	B				
5. Forestry Service Centre															B	B						
6. Agriculture Service Centre	B	Bd	B	Bd	C	Cd	C	Cd	C	C	B	Bd	C	Cd	B	B						
7. Other Resource Service Centre									C	C+												
8. Transportation/ Communication Centre (accomodation centre - highway service centre)				P					B	B	C	B			C	C						
9 Dormitory Function														B								

ROLE & FUNCTION MATRIX

SUB-REGIONS	8						9		10		11											
MUNICIPALITIES	Fairview	3,027	Hines Creek	527	Berwyn	534	Manning	1,166	Grande Cache	4,423 (1980)	Fox Creek	1,905 (1980)										
FUNCTIONS	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+	1980	1981+
1. Commercial Centre (retail/service)	B	B	C	Cd	C	Cd	B	B														
2. Institutional Centre	A	A			C	Cd	B	B														
3. Administrative/Gov't Centre	C	C					B	B														
4. Oil/Gas Service Centre		C+					B	B			B	B										
5. Forestry Service Centre			C	B+				B+	B	B												
6. Agriculture Service Centre	B	Bd	C	Cd	C	Cd	B	B+			C	C										
7. Other Resource Service Centre				B+					B	B												
8. Transportation/ Communication Centre (accomodation centre - highway service centre)					C	C	B	B			B	B										
9 Dormitory Function						B																

II APPENDIX FOR CHAPTER 2: ENVIRONMENTAL POLICY

The following three sections contain guidelines intended to complement the Environmental Policy 2.6.0.

A. DEVELOPMENT CONTROL GUIDELINES IN HAZARD LANDS

It is strongly recommended that each municipality should authorize its development officer to apply such conditions of approval as may be necessary to applications for development on land falling under hazard land policies (either Regional or local). Such conditions of approval, many of which might be appropriately placed in the land use bylaw, typically could include, the following:

(a) Grading Standards

(i) All grading work should be designed to blend with the natural contours of the land and should minimize obvious cut and fill scars by rounding off sharp angles at the top, bottom and sides of all cut and fill slopes.

(ii) Roads should follow contour lines as much as possible.

(iii) Natural drainage patterns should be disturbed as little as possible, and watercourses should be avoided.

(iv) Terracing and padding of building sites, especially in successive fashion up a slope, should not be allowed.

(v) Cuts and fills (other than basements) should be limited to 3 feet (1 metre), and new fill should be limited to topsoil unless geotechnical studies have confirmed the stability of the area involved and engineering approval has been given to the grading plan.

(vi) Graded areas should be as limited as possible, and should be re-vegetated within a year to stabilize the soil.

(vii) Fill material should not be allowed to contain organic material or rock over 8" (20 centimetres) in diameter.

(viii) Where fill is required to support a structure, compaction to a minimum of 90% of maximum density should be required.

(ix) Cuts which remove the toe of a slope should not be allowed.

(x) Cut or fill slopes greater than 30% or higher than 30 feet (10 metres) should be discouraged.

(xi) All grading and clearing operations should include protective measures such as temporary berms and sediment holding ponds, so that sediment or other material deposited in any lake, stream, or floodplain area, or on lands beyond the site do not exceed that which would have been deposited if the land had been left in its natural state.

(b) Construction and Siting Standards

(i) Pools, ponds and underground sprinkler systems should not be allowed in steeply sloped areas.

(ii) Water-tight joints should be required in water and sewer lines installed in steeply sloped areas.

(iii) Permanent peripheral tile drainage near basement floor slab elevation should be required in steeply sloped areas and should empty into a storm sewer system (in areas where densities exceed 1 lot/acre).

(b) Construction and Siting Standards

(i) Pools, ponds and underground sprinkler systems should not be allowed in steeply sloped areas.

(ii) Water-tight joints should be required in water and sewer lines installed in steeply sloped areas.

(iii) Permanent peripheral tile drainage near basement floor slab elevation should be required in steeply sloped areas and should empty into a storm sewer system (in areas where densities exceed 1 lot/acre).

(iv) Roof drains emptying into a storm sewer system should be required in steeply sloping areas (where densities exceed 1 lot/acre).

(v) Where densities are less than 1 lot/acre zero runoff design should be encouraged in steeply sloping areas.

(vi) Proper installation of septic systems should be given particular attention in steeply sloped areas. Septic fields should not exceed 10% slope, and not be located where they might contaminate downslope wells.

(Note: Design guidelines for installation on slopes are available from the Plumbing Inspection Branch of Alberta Labour.)

(vii) Development should be phased such that all work on a given phase can be completed within one construction season and large areas are not left bare and exposed during the spring runoff period.

(viii) All paving should be completed as soon as possible after grading.

(ix) Areas stripped or severely disturbed during construction should be appropriately re-vegetated as soon as possible (during the same construction year).

(x) Development should be setback from the margin of extremely hazardous areas, for example, the brink or toe of an unstable slope. The setback should be determined in relation to the kind, extent and severity of the existing or potential hazard, but in no case should be less than 50 feet (15 metres).

(c) Aesthetic Standards

(i) Development in steeply sloped areas should employ an alternative approach to conventional flatland development practices in order to preserve the essential landscape character that makes such areas so attractive in their undisturbed state. Such an approach should demonstrate a concern for the view of the hills as well as residents' view from hillslope locations.

(ii) Development should be avoided on an outstanding feature such as a ridge line or the highest crest of a hill.

(iii) The natural beauty and character of the landscape should be preserved through maximum retention of topographic features such as drainage swales, streams, rock outcroppings, vistas and natural plant communities.

(iv) Development in steeply sloped areas should include landscaping which helps to blend it into the natural landscape.

(v) Utility wires and communication lines should be installed underground.

(vi) All development, including roads, should follow the natural topography as much as possible, thereby minimizing cutting, filling and grading of large areas.

B. ESA IDENTIFICATION CRITERIA

Ecological Functions

(i) The function of the area is vital to the maintenance of natural processes that extend beyond the boundaries of the area.

Richness and Variety Within the Region

(ii) The area is a distinct and unusual landform locally, regionally or nationally.

(iii) The area contains plant or animal habitat or communities that are rare, endangered or of unusually high quality locally, regionally or nationally.

(iv) The area is unusually diverse in plant or animal communities.

(v) The area provides the highest quality environment possible for specific plants or animals.

(vi) The area is beyond the range of immediate development pressure at the time of ESA designation and affords suitable habitat for animals that require sizeable tracts of undisturbed land.

Scenic Beauty

(vii) The area possesses a regionally significant scenic feature(s).

C DEVELOPMENT GUIDELINES IN EROSION-PRONE AREAS

It is recommended that municipalities apply the following erosion and sedimentation control guidelines. The Subdivision Approving Authority may make some or all of the measures listed below conditions of subdivision approval for applicants proposing the creation of more than one lot in erosion prone areas.

(i) Existing vegetation shall not be cleared or damaged within portions of the property used for Environmental Reserves or buffers. Refer to Section 107(1) of The Planning Act.

(ii) Topsoil and other materials removed from the construction site should not be stored, even for a short time, on sites which would cause the suffocation of tree roots.

(iii) Construction activities should minimize cut and fill operations. They should provide adequate protective measures to minimize damage from surface water or cut faces and sloping surfaces. Further, fill should not encroach upon natural drainage courses.

(iv) For long term construction projects, control measures such as ditches, terraces, berms, sedimentation ponds . . . etc. should be workable prior to the beginning of the next phase of construction. Sedimentation ponds should be installed with initial grading and should be maintained throughout construction. This will settle out the sediment contained in run-off waters flowing off the site.

(v) A combination of retention and controlled release of storm water run-off may be needed during construction. Release rates for storm water should not exceed the quantity of storm water run-off from the area in its natural state. The discharge capacity of the downstream channels would determine maximum rates of release.

(vi) Unless there are seasonal limitations, permanent vegetations should be planted on the construction site as soon as utilities and final grades are finished.

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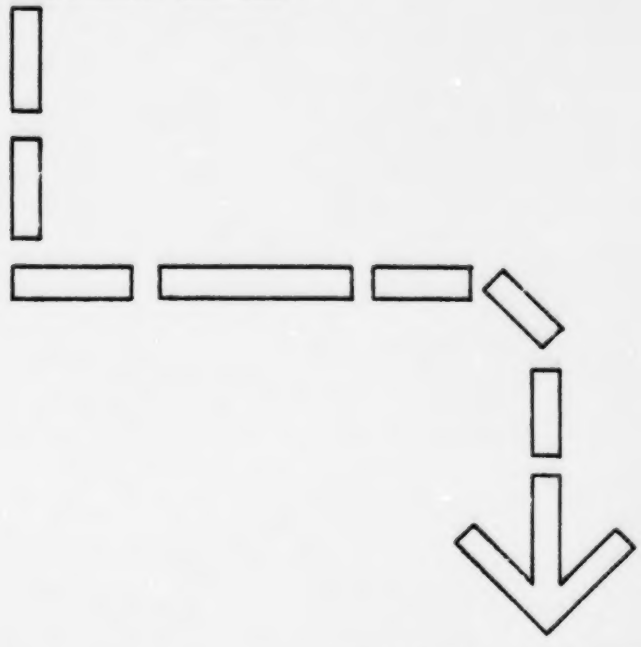

TO THE

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PEACE RIVER REGIONAL PLAN

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GUIDE

GUIDE TO THE DRAFT

REGIONAL PLAN

Presented at the Council Conference

Town of Peace River

October 21, 22, 1981

PEACE RIVER REGIONAL PLANNING COMMISSION

GUIDE

1. Introduction

This is a guide to the DRAFT REGIONAL PLAN for the Peace River Region. The purpose of this guide is to show the reader what is in the DRAFT PLAN and how to use it. An overview of policies is included. But, for accurate reference to any proposed policy, the reader should always use the DRAFT PLAN.

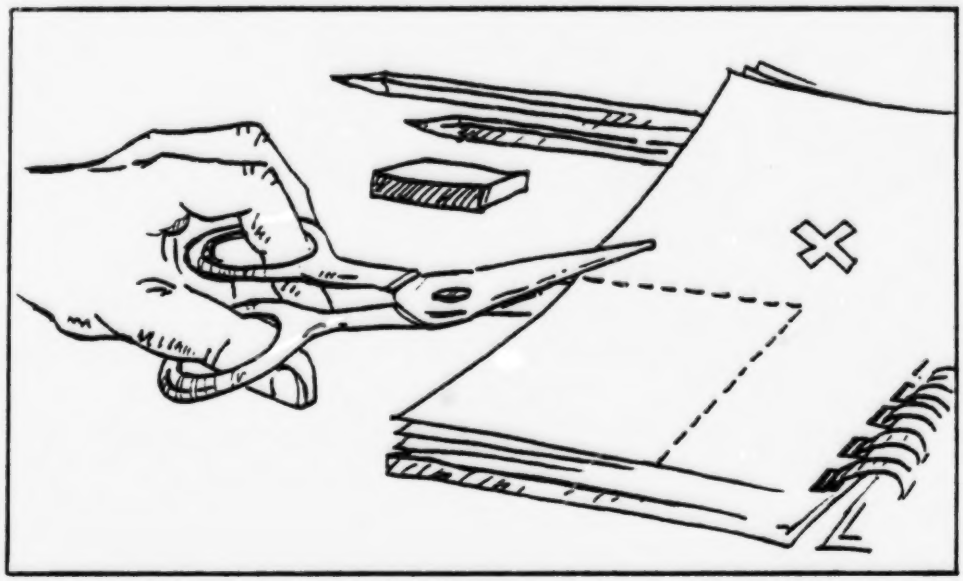
2. The Draft Plan as a Working Document

The DRAFT PLAN has evolved from Patterns for the Future which is the preliminary regional plan in effect at this time. Through the DRAFT PLAN the Commission has attempted to respond to the concerns of the municipalities arising from Patterns for the Future and to other problems and issues identified by the municipalities and others.

The DRAFT PLAN is a working document. In it the reader will find:

- background information to help him understand the nature of the problems and issues being addressed by policy,
- explanatory diagrams to help him understand how the policies work,
- boxes for comments to encourage the reader to write down his comments or questions as he is reading the plan,
- interim (temporary) policies (CHAPTER 1,3,8 and 9) which show possible kinds of policy for topics the Commission is still studying,
- goals and objectives to help him understand what the policy is trying to achieve,
- key words in the left hand margins to help him identify the policies quickly, and
- cross-references in the right hand margins to help him find related policy and relevant Sections of the Planning Act, Subdivision Regulation or Patterns for the Future.

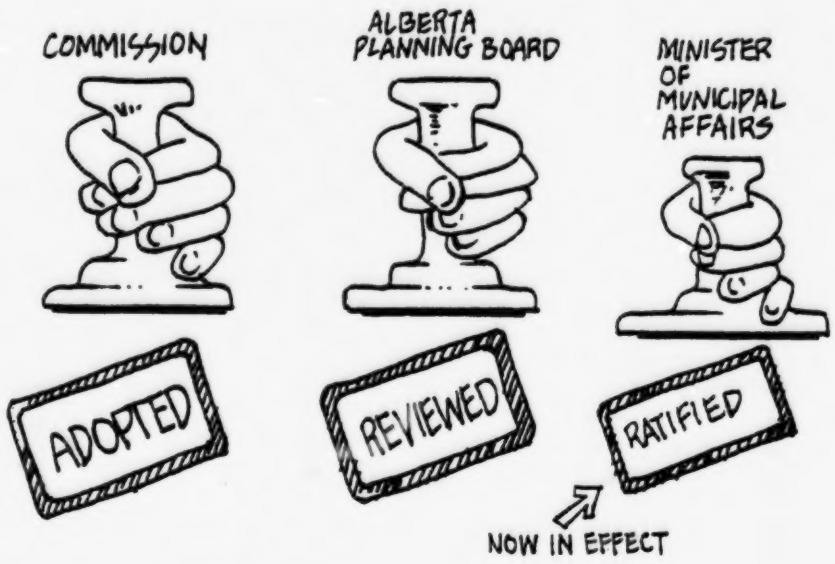
The DRAFT PLAN is deliberately designed to be reviewed. By its very structure the Commission is trying to encourage comments from persons reading the DRAFT PLAN.



3. Plan Status and Effect

The authority for the preparation of a regional plan comes from the Planning Act. The Act sets out when a regional plan must be adopted by the Commission, in general what a regional plan should contain and try to accomplish, what effect a plan has, the relationship between a regional plan and other planning documents and the methods to amend a regional plan.

Once a regional plan has been ratified by the Minister of Municipal Affairs it becomes a legal document. The Act requires that local plans, land use bylaws and related decisions conform to the regional plan. Since the plan will affect local decisions, municipalities should understand what is in the plan and satisfy themselves that it is the best plan which their Commission can produce.

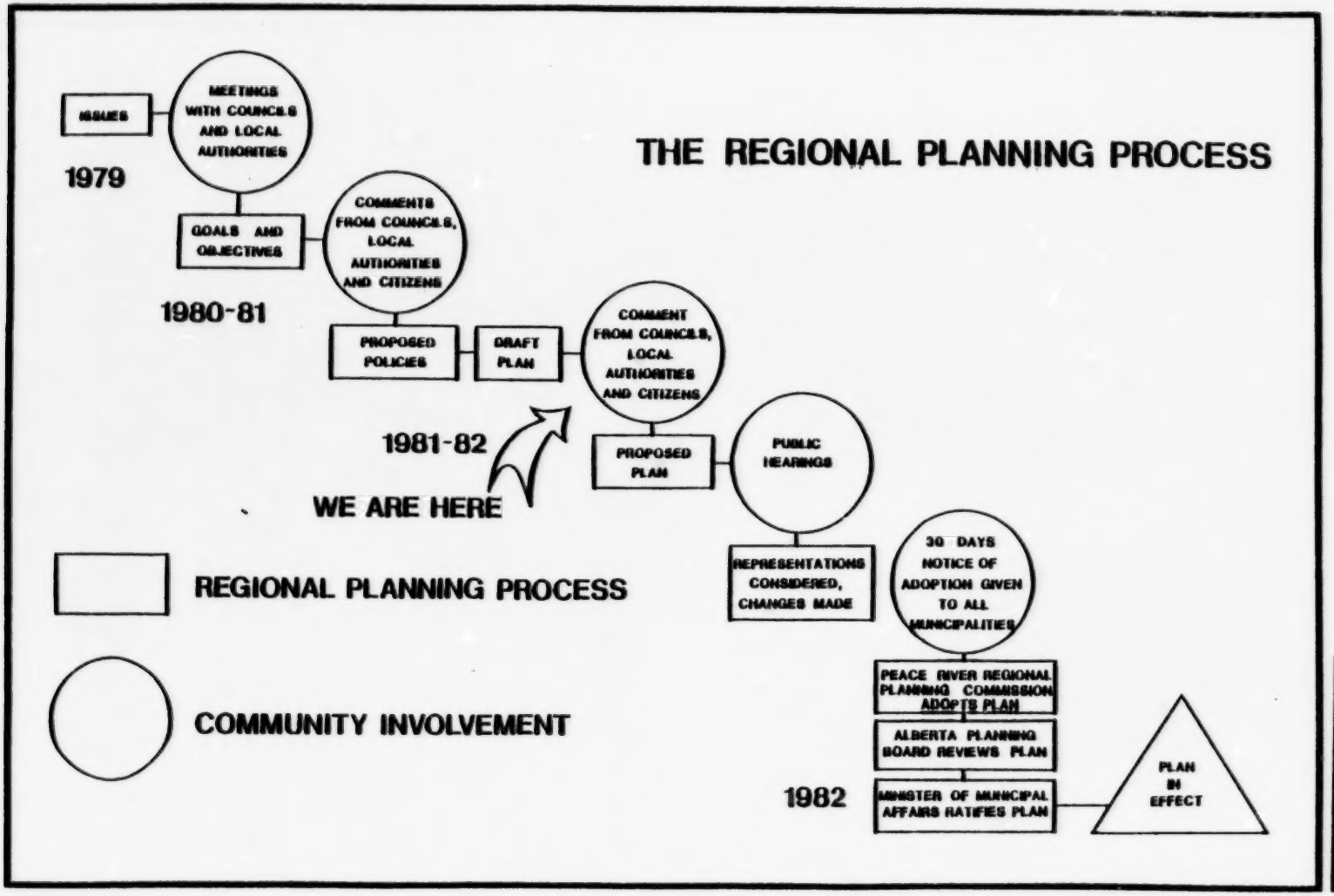


4. Plan Preparation Process

The draft plan was prepared by the Regional Planning Commission with some participation and cooperation by the municipal councils. During 1979 and 1980 the Commission identified problems and issues to be addressed by the plan. After setting out the kinds of planning concerns in the Region, the Commission prepared a list of statements saying what the plan is expected to achieve **(Goals and Objectives)**. These were presented to all municipal councils in the Spring of 1980 as part of a large display. Councils, the Province and the general public were asked to comment.

The Commission used 3 Standing Committees on Regional Planning - **Environment, Resources and Settlement** to prepare and debate proposed policy which was then considered by the entire Commission. This led to the preparation of the draft plan which is now before the municipalities for their review and consideration.

The plan preparation process will continue until the plan is in effect. This process is shown on the next page. The arrow shows where the process is now.


THE REGIONAL PLANNING PROCESS
ISSUES
MEETINGS WITH COUNCILS AND LOCAL AUTHORITIES
1979
GOALS AND OBJECTIVES
COMMENTS FROM COUNCILS, LOCAL AUTHORITIES AND CITIZENS
1980-81
PROPOSED POLICIES
DRAFT PLAN
COMMENT FROM COUNCILS, LOCAL AUTHORITIES AND CITIZENS
1981-82
WE ARE HERE
PROPOSED PLAN
PUBLIC HEARINGS
REPRESENTATIONS CONSIDERED, CHANGES MADE
30 DAYS NOTICE OF ADOPTION GIVEN TO ALL MUNICIPALITIES
PEACE RIVER REGIONAL PLANNING COMMISSION ADOPTS PLAN
ALBERTA PLANNING BOARD REVIEWS PLAN
1982
MINISTER OF MUNICIPAL AFFAIRS RATIFIES PLAN
PLAN IN EFFECT
REGIONAL PLANNING PROCESS
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5. The Benefits of Regional Planning

There are many reasons why regional planning benefits the municipalities and the Region. These mostly have to do with the fact that many problems experienced in one municipality are also experienced in others and that the actions taken by one municipality may affect another. Some of the benefits of regional planning are as follows:

- Regional planning can deal with the impact of very large projects which affect more than one municipality.
- Regional planning can promote a united effort by all municipalities to improve the quality of life in the Region.
- Regional planning can be used to help solve common problems.
- Regional planning can provide information at the regional level to assist in local decision making.
- Regional planning can provide directions for growth and development which helps municipalities to plan rather than leaving them to "react" to growth and development.
- Regional planning can help improve the effectiveness of Provincial Government actions and programs in the Region.

6. Purpose of the Regional Plan

The draft plan was written for the following purposes:

- To resolve problems and issues and to set out ways that the needs of the Region **(Goals and Objectives)** can be met. For example the **Environmental Policy** is written specifically to protect the natural environment and to minimize the impact of development on the environment - See PART FOUR, Chapter 2 of the DRAFT PLAN starting on page 4-14.

- To provide a planning framework to help municipalities prepare local plans and land use bylaws and make growth and development decisions. For example there are many policies in the DRAFT PLAN (Chapter 5 starting on page 4-64) which provide guidelines for the contents of general municipal plans.

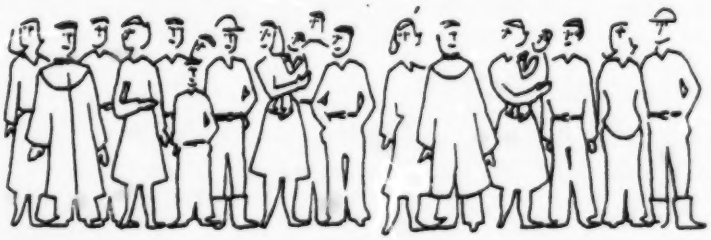
- To guide public and private interests as these may affect the development of the Region. The DRAFT PLAN provides a "picture" of how the Region should develop in terms of guidelines for development and requirements for subdivision. These can be further detailed in local plans. This "picture" can be used to help the Province in designing and implementing its programs and to help private enterprise in its investment in the Region.

- To fulfill the requirements of the Planning Act.

7. How Can the Plan be Used?

ANYONE AND EVERYONE	- can use the plan to better understand what the Region is now and what it may become in the future.
A MUNICIPALITY	- may use the regional plan to help them prepare local plans and land use bylaws (planning framework) and as a guide for making growth and development decisions.
GROUPS OF MUNICIPALITIES	- may use the regional plan to help resolve mutual problems.
SCHOOL BOARDS AND HOSPITAL BOARDS	- may use the regional plan to help them in doing their detailed planning.
DEVELOPERS	- may use the regional plan to find directions for subdivision and development.
SUBDIVISION APPROVING AUTHORITY	- will use the regional plan for deciding upon subdivisions.
COMMISSION	- will use the regional plan as its primary policy document and as the basis for growth and development decisions and planning at the regional level.
PROVINCE	- may use the regional plan as a guide in designing and implementing programs which affect the Region.

THE REGIONAL PLAN IS FOR EVERYONE!



8. Assumptions Used in the Plan

The following premises and assumptions were used in developing the DRAFT PLAN.

- No problem or issue is totally regional or totally local. Instead issues may be mainly regional, mainly local or somewhere in between and may often affect more than one municipality. Therefore the DRAFT PLAN should consider a wide range of concerns.
- Many problems are best solved through cooperation and consultation among municipalities, the Commission and the Province.
- The DRAFT PLAN should stress "preferred" directions; that is the "best" solutions to problems. It should be a plan which can achieve what is desireable for the Region.
- The DRAFT PLAN should avoid making regulatory policy where non-prescriptive policy will achieve the objectives. In this way the DRAFT PLAN may function better as a planning framework.
- The DRAFT PLAN should respond to problems identified in Patterns for the Future. For example policy 1 of Patterns was found to be unrealistic in that it did not recognize the wide variety of conditions in the Region. This has been replaced by a **Rural Municipalities Policy** which better addresses the range of needs in the Region and still achieves agricultural preservation.
- The DRAFT PLAN policy should be legal and reflect the intent of the Planning Act.
- The DRAFT PLAN should take into account the nature of the Region. For example the Peace River Region includes many urban and rural municipalities scattered over a large land area. The DRAFT PLAN therefore recommends a sub-regional approach to planning for growth and development.

9. Approaches and Themes

The DRAFT PLAN includes a number of approaches and themes which are highlighted below.

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- Policy is intended to achieve goals and objectives which are intended to resolve problems and issues. The goals and objectives were designed to respond to problems and issues identified by the municipalities and the Commission. Each policy chapter includes the problems, issues, goals and objectives addressed by policy.

- The **Planning Strategy for Growth and Development** (see PART THREE of the DRAFT) is the foundation for all policy in the DRAFT PLAN. All policy responds to growth and development to one degree or another but the **Planning Strategy focuses** on growth and development.

- Through the DRAFT PLAN the Commission is trying to encourage municipalities to plan for growth in advance rather than reacting to growth and being forced to play catch-up ball. This **"management of growth"** approach involves planning, evaluating and directing growth to achieve goals and objectives. Planning in advance for growth should reduce many problems and should result in net benefits to the municipality and the Region.

- The DRAFT PLAN often uses guidelines. For example there are guidelines about what should be in general municipal plans and area structure plans. These are intended to help municipalities do their local planning.

- The DRAFT PLAN outlines methods and approaches for dealing with issues. These are designed to be used by municipalities to achieve local and regional goals. For example, the DRAFT PLAN includes criteria for the designation and use of farmland. It is up to the municipality to decide which land within its boundaries will be designated and how. (See Chapter 4 of the DRAFT PLAN starting on page 4-43).

- The DRAFT PLAN stresses the use of joint planning to resolve many of the issues which affect more than one municipality.

- A central theme of the DRAFT PLAN is to divide the Region into a number of sub-regions. The Commission wants to encourage cooperation among municipalities within sub-regions in planning and deciding upon growth and development.

- Many of the policies in the DRAFT PLAN use the terms "shall", "should" or "may". These terms have very particular meanings which are explained in PART FOUR, page 4-8. Each term represents a different degree of flexibility.

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10.

Overview of the Draft Plan

The DRAFT PLAN is made up of six parts and an appendix.

Part One: INTRODUCTION
This establishes where the authority to do the DRAFT PLAN comes from, what the DRAFT PLAN is supposed to do, what the DRAFT PLAN considers, the approach taken in the DRAFT PLAN and use of the DRAFT PLAN. It also includes a description of the region. Since it is a DRAFT the plan is subject to change.

Part Two: STRATEGIC ORIENTATION
This outlines the **Problems and Issues** which were identified by the municipalities, includes what it is that the DRAFT PLAN is trying to achieve **(the Goals and Objectives)**, and also summarizes the major policy areas for each policy chapter.

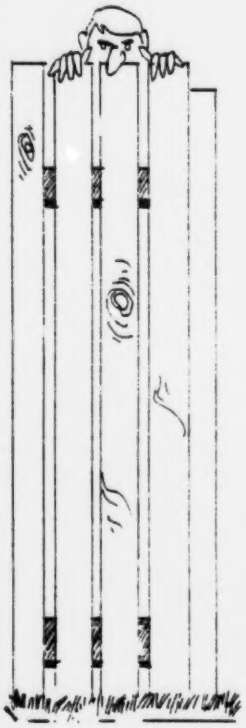
Part Three: STRATEGY FOR GROWTH AND DEVELOPMENT
This reviews the 3 alternative strategies which were considered by the Commission, identifies regional trends, problems and issues related to growth based on the growth studies completed so far and includes the proposed **Planning Strategy for Growth and Development.**

Part Four: POLICY FOR THE PEACE RIVER REGION
This includes 11 policy chapters with each chapter representing one policy topic. Each chapter includes a background statement, objectives addressed by policy, the general approaches taken by policy, a brief justification for the policy, monitoring statements and proposed policy.

Part Five: IMPLEMENTATION
This includes a series of proposed ways to put the plan into effect and to assist municipalities in using the plan.

Part Six: MONITORING AND REVIEW
This outlines a proposed program for testing whether policies are working and recommends a selective review of the plan after 5 years and a comprehensive review after 10 years.

APPENDICES This includes explanations, guidelines and background information respecting the plan.



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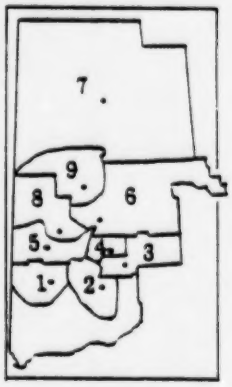
11. Description of Policy

The bulk of the policy is found in Part Four with the **Planning Strategy** being in part three of the DRAFT PLAN. The planning strategy for growth and development is the foundation for all policy and therefore applies to all municipalities. Part Four is divided into policy chapters by topic for quick reference. Chapter 4, **Rural Municipalities**, may be of particular interest to councils of rural municipalities. Chapter 5, **Urban Municipalities**, may be of particular interest to urban councils. All policies in the DRAFT PLAN should be reviewed by all municipalities. The following briefly describes the content of each policy chapter.



Planning Strategy for Growth and Development page 3-9

This policy outlines a preferred pattern for growth and development in the Region in terms of the preferred type (manufacturing, resources, etcetra), distribution (where), rate (how quickly), and level (how much) of growth and development to be encouraged into the Region and appropriate roles and functions for municipalities. The Region has been divided into 9 sub-regions each having a proposed sub-regional centre, larger service centres, smaller service centres and rural municipalities. This distribution is intended to be temporary until such time as the Commission modifies the distribution so that it more accurately reflects sub-regions as the municipalities see them. The Commission will do this with the help of committees made up of local representatives recommended by councils.

Chapter 1 - Resource Development (Interim) page 4-10

Policy may provide for the means to increase the benefits to the Region from resources development. Policy may also be directed to reducing the negative impacts of resources development. The policy considers oil/gas, sand and gravel, forestry and other resources. (Interim policies, chapters 1, 3, 8 and 9, are those which still have to be considered in detail by the Commission.)

Chapter 2 - Environment page 4-14

Many approaches are used to encourage future development to be in harmony with the natural environment. The policy addresses river corridors by providing criteria for designation, prohibiting threatening uses and providing for conditional uses and special areas. It addresses lakes by providing guidelines for the designation and use of "conservation lakes" and "development lakes". It considers environmentally sensitive areas by providing criteria for designations and

measures for environmental impact assessment and hazard lands by providing guidelines for protection and recommending compatible development. Erosion policy is included which supports Provincial efforts to identify areas sensitive to erosion and aims to prevent erosion. Groundwater is also considered including methods to minimize the impact of groundwater alteration, criteria for subdivision and guidelines for the design of water and sewage systems.

Chapter 3 - Open Space, Recreation, Parks and Heritage Resources (Interim) page 4-40

This may be primarily advisory policy. It will attempt to provide open spaces throughout the Region where appropriate. The policy will address both rural and urban environments and will provide for reserves in accordance with the Planning Act. The policy will also address tourism and heritage resources.

Chapter 4 - Rural Municipalities page 4-43

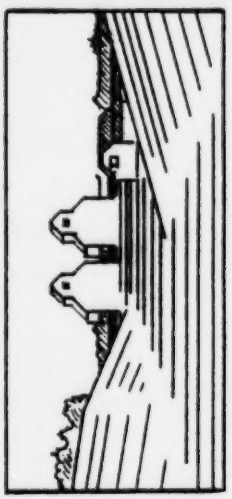
This is a comprehensive policy which addresses the needs and expectations of rural municipalities better than the Preliminary Regional Plan and provides more flexibility for rural municipalities in deciding upon the use of agricultural land. The policy addresses agricultural preservation by providing for 3 designations for rural land each with criteria for designation and varying degrees of non-farm use to be applied by the municipality. Country residential is addressed by providing for the designation of land as a multi-parcel country residential district including criteria for designation. Rural industrial is provided for by steering industrial parks away from the better agricultural lands. Hamlets are also considered by providing for stable growth hamlets and major growth hamlets (hamlet centres) and including expansion and boundary criteria for each.

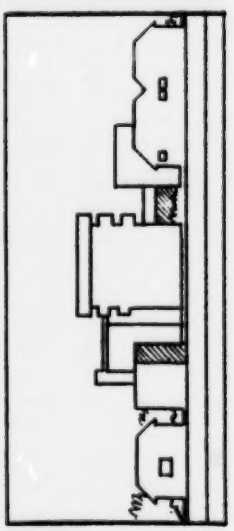
Chapter 5 - Urban Municipalities page 4-64

Urban municipalities (city, towns and villages) are viewed as the focus for regional growth and development. Policy encourages the methodic evaluation and planning for growth and development. Policy provides guidelines for the content of urban general municipal plans, addresses expansion and annexation of urban municipalities and includes policy responding to the need for new settlements in the Region.

Chapter 6 - Land Use Classification System page 4-71

This policy is a planning tool that helps avoid possible land use conflicts and makes planned land use changes easier.





It divides the Region into 5 land use zones and provides for the reclassification of land from one zone to another by amendment to local plans. Policy specifies a role and suggests appropriate land use classes and characteristics for each zone. It thereby provides a framework for the preparation of local plans, bylaws and orders.

Chapter 7 - Housing page 4-79

Housing is viewed as being predominantly a local concern. Policy stresses the need for a local awareness of housing issues and provides guidelines for these. The Commission sees itself committing manpower to the study and evaluation of housing in the Region and suggesting solutions to housing problems to municipalities.

Chapter 8 Transportation (Interim) page 4-83

This policy may be used by the Commission to recommend an improved transportation system in the Region and outside its boundaries. Transportation is the lifeline of the Region's economy. Thus the Commission may promote the provision of a comprehensive road, rail and air system which serves the social and economic needs of the Region. Energy transmission routes may also be considered in this chapter.

Chapter 9 - Physical Infrastructure and Communication (Interim) page 4-89

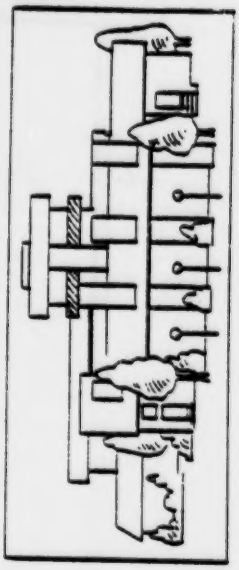
This policy may focus upon encouraging municipalities to provide for adequate services relative to the anticipated needs and growth projections. It may also encourage the use of regional systems when appropriate. This policy will deal with water, sewage, solid wastes, utilities and hazardous wastes.

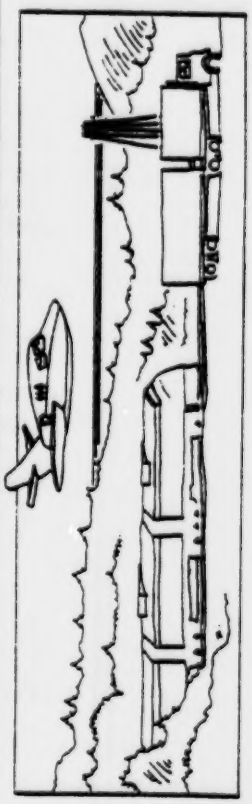
Chapter 10 - Regional Services page 4-93

The emphasis in this policy is for the Commission to assist in planning and providing coordination for regional services. Policy addresses education, health care, police and fire protection.

Chapter 11 - Planning Framework page 4-96

This policy attempts to improve the effectiveness of planning in the Region. It focuses upon improving the understanding of planning and maintaining an open process.





12. How to Review the Draft Plan

In reviewing the DRAFT PLAN the reader should bear the following thoughts in mind:

- Will policy achieve the stated objectives and solve the problems and issues? Or, is there policy which might do this better?
- Can the plan be used to help councils prepare local plans and land use bylaws and as a guideline for helping them make decisions on growth and development?
- Does the plan provide a realistic "picture" of how the Region should grow and develop in the future?
- How will the plan affect the Region and the municipality?

Remember - A regional plan must address a wide range of concerns. The solutions (policy) for these may require certain trade-offs which means it may be impossible to achieve all local, regional and provincial goals and objectives. So the reader should not judge whether the plan satisfies all his expectations entirely. But rather, since there is a wide variety of expectations, many of which may be conflicting, whether the plan addresses these in the best way possible.

Staff will assist municipal councils in determining conformity of local plans and land use bylaws with the DRAFT PLAN and in identifying the impact of the DRAFT PLAN to the individual municipality.

For further information please contact:

PEACE RIVER REGIONAL PLANNING COMMISSION
200 Windsor Court
9835-101st Avenue
GRANDE PRAIRIE, ALBERTA T8V 0X6

GLOSSARY

FOR THE PEACE RIVER DRAFT REGIONAL PLAN

GLOSSARY FOR THE PEACE RIVER DRAFT REGIONAL PLAN

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Number/
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3

DRAFT

PEACE
RIVER
REGIONAL PLAN

ADDENDUM

ADDENDUM TO THE DRAFT REGIONAL PLAN

On Wednesday, November 25, 1981 the Regional Planning Commission approved the following policies for inclusion in the draft regional plan. These policies are intended to supercede the interim policies included in Chapters 1, 3, 8 and 9 and the reserve land policy in Part Five - Implementation. These are listed as pages 4-10 to 4-13, 4-40 to 4-42, 4-83 to 4-88, 4-89 to 4-92 and page 5-10 to 5-11 in the Draft Regional Plan.

In reviewing the draft regional plan the reader should ignore the existing interim policies and consider the policies included in this document as proposed policy. As such this document is to be considered part of the draft regional plan.

Definitions Associated with this Policy - To be added to Interpretations commencing on page 4-1 of the Draft Regional Plan.

Extensive Recreation means a recreation activity which is located to take advantage of natural physical features including large areas of land for non-facility or limited facility oriented recreational activities. It may typically involve low density use over a large area and, without limiting the generality of the foregoing includes hunting, trail riding, snowmobiling, hiking trails, campsites, passive parks and other similar uses.

Intensive Recreation refers to higher density recreational activities and uses which usually require less land than extensive recreational uses and usually have facilities associated with the use. Typical uses could include sports fields, golf course, swimming pools, tennis courts, beach areas, riding stables, marinas, arenas, picnic grounds, fishing lodges and other similar activities.

Average Quality as used in the reserve land policy, shall refer to land which is similar in quality to the land to be developed.

Chapter 1: RESOURCE DEVELOPMENT

1.1.0 BACKGROUND STATEMENT

The Peace River Region is a resource based Region which has grown in response to resource development. Natural resources and the processes involved in collecting or extracting them are the mainstay of the economic base. The resources of the Region include: crude oil, natural gas and oil sands, forest resources, coal, iron ore and silica sands, and an abundant natural water supply. In addition, climate and soils combine to make agriculture a significant renewable resource industry. The resources are, mostly processed and utilized outside of the Peace Region. But many of the adverse impacts and associated land use planning implications resulting from exploration, extraction and primary processing stages occur within the Region. Resource development will shape the future of the Region both in terms of land use patterns and economics. The Commission is concerned that the development of resources contributes positively to the quality of life with minimal negative effects upon the Region and its residents.

NOTE: The agricultural resources of the Region are addressed in Chapter 4.

1.1.1 RESOURCE DEVELOPMENT ISSUES IN THE PEACE RIVER REGION

Policy addresses the following concerns and issues:

1.1.1.1 planning to minimize the impact of resource development on the residents and communities of the Region;

1.1.1.2 the need for coordination, cooperation and consultation among local, Regional, Provincial and Federal agencies and private companies involved in resource development;

1.1.1.3 the danger of having a majority of future growth and development linked to a single sector of the economy - the petroleum sector;

1.1.1.4 an economic base dependent almost entirely on resource extraction and development with few manufacturing industries;

1.1.1.5 the impact of resource related mega projects on development and growth in nearby communities, with particular regard for future land uses, facilities and services;

1.1.1.6 existing and potential conflicts between agricultural activities and resource development;

1.1.1.7 the possibility of new settlements as a result of resource development;

1.1.1.8 the effect of resource development on the environment;

1.1.1.9 the effect of transporting resources upon human settlement;

1.1.1.10 the need for reclamation, rehabilitation and/or reforestation after resources have been extracted or utilized; and

1.1.1.11 long term, priority planning for resource development and the role of the private sector and various levels of government.

1.2.0 OBJECTIVES ADDRESSED BY POLICY

Policy addresses the following objectives related to Goals A and C:

- To evaluate and respond to the present and future development of non-renewable and renewable resources.

- To conserve the agricultural land base and to encourage maintenance and growth of the agriculture industry.
- To encourage a balanced and diversified economic base.
- To ensure that valued natural resources are developed with minimal impact upon the environment.

1.3.0 POLICY DIRECTIONS

Policy supports a planned response to the land use impacts associated with various resource development industries and proposes the means to minimize adverse impacts upon, and maximize the benefits to, the communities and residents of the Region.

1.4.0 TECHNICAL JUSTIFICATION

The type of policy relates to the jurisdictional responsibility for development of the resources of the Region. Since many aspects of resource development are the responsibility of the Provincial Government, Commission policy is primarily advisory.. The Commission recognizes the crucial role resource development will play in future growth and associated land use planning and accordingly stresses cooperative planning.

Research has indicated a variety of land use planning issues and conflicts associated with various industrial sectors requiring an industry by industry approach. Also identified is a growing dependency on the oil and natural gas industry which suggests the overall economic development policy in the Plan should promote diversification. The potential massive impact of mega scale projects on all aspects of regional development is another major issue which must be addressed.

1.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness.

1.5.0.1 monitor events, anticipated future developments and issues relating to resource development, particularly mega-projects, and the implications for land use planning;

1.5.0.2 update resource-related background studies and information; and

1.5.0.3 monitor Provincial and Federal government policy and programs relative to resource development within the Region.

POLICY

1.6.0 GENERAL

Diversified Basic Sectors

1.6.0.1 Initiatives and programs to enhance the diversification of the economic base of the Region are supported.

1.6.0.2 Municipalities are encouraged, within their local statutory plans, to establish trucking routes in areas of heavy or constant truck traffic resulting from resource extractive operations in accordance with the Transportation Policies of this Plan. The Commission may assist municipalities in determining such routes and may request the assistance of Alberta Transportation. 8.6.1

Transportation

Environment	1.6.0.3	Resource development operations should take place in a manner which minimizes adverse effects upon the natural environment of the Region in accordance with the Environmental Policies of this Plan.	CHAPTER 2
Inter-Governmental Cooperation	1.6.0.4	Intergovernmental cooperation among various local, Provincial and Federal agencies is supported, in order to address resource development related issues.	PATTERNS #3, p.55
Consultation/ Coordination	1.6.0.5	The Commission encourages consultation and coordination with private industry in regard to the establishment and/or expansion of resource related industries within the Region with particular regard to anticipated land-use planning implications.	

1.6.1 MEGA PROJECTS

Impacts	1.6.1.1	It is recognized that the development of mega-projects may have a significant impact upon adjacent or nearby communities. A planned and coordinated approach is supported in order to effectively address the associated land-use planning implications.	PATTERNS #5, p.17
Studies	1.6.1.2	The undertaking of studies to determine community impacts of mega-projects, is supported.	
Study Team	1.6.1.3	The Commission may take initiatives in establishing, organizing and coordinating a special planning team to plan for the impacts of each individual mega-project development. Such a team would be established specifically to deal with a particular mega-project and might include representatives from municipal governments, private industry, special interest groups, the public, and various Provincial and Federal government agencies.	PATTERNS #3, #4 p.55

1.6.2 OIL/GAS

Effects on Agriculture	1.6.2.1	Changes to existing gas/oil drilling target regulations, which would reduce the amount of agricultural land lost in such operations and minimize effects upon farming practices, are supported.	4.6.3.1
Sour Gas/ Subdivision Approval	1.6.2.2	The Subdivision Approving Authority may, at its discretion: (i) set greater separation distances, than those provided for within the Subdivision Regulations, between sour gas facilities and proposed subdivision, (ii) reserve decision upon subdivision approval until the Energy Resources Conservation Board (E.R.C.B.) has commented upon the application regarding potential danger to human health or other dangers.	4.6.4.1 REG. 11.1
Sour/Gas Development	1.6.2.3	Municipalities should consider sour gas facilities as a general constraint to development and recognize this within local planning documents.	
Sour Gas/ Comments	1.6.2.4	The Commission wishes to continue to have input into E.R.C.B. hearings and decisions to license new sour gas plants within the Region and will cooperate with the E.R.C.B. in providing land-use related information in order to minimize conflicts between sour gas plants and other land uses.	
Sour Gas/ Agriculture	1.6.2.5	The Commission supports further research by the appropriate agencies relating to the effects of airbourne sulphur compounds upon the soils, crops and livestock of the Region.	

Sour Gas/ Mapping

1.6.2.6 The Commission shall periodically map and update the location of sour gas facilities and their proximity to human settlement in cooperation with the Energy Resources Conservation Board.

Pipelines/ Corridor

1.6.2.7 The construction of pipelines in multi-purpose energy transmission corridors, when feasible, is supported in accordance with the Transportation Policies of this Plan. 8.6.4

Pipelines/ Routes

1.6.2.8 Pipeline routes which minimize current and future land use conflicts are supported.

Pipelines/ Urban Areas

1.6.2.9 Major pipelines should not be located in or near urban areas or future growth areas. When such pipelines must locate in (or near) urban areas, consideration should be given to the existing and future land use.

Pipelines/ A.S.P.'s

1.6.2.10 Councils should request that Area Structure Plans include a map of all oil/ gas pipelines (excepting gas utility pipelines for households), within the boundaries of the Area Structure Plan. ACT 62(2)c

1.6.3 FORESTRY

Conversion of Zones

1.6.3.1 The forests of the Region are recognized as a major and vital renewable resource. As such, when considering conversion of Green and Yellow Zones, the Commission:

(a) supports an Integrated Management Planning approach so that an optimum mix of land uses is achieved,

(b) will comment, when asked to do so, upon implications for communities and other land uses.

Commission Input

1.6.3.2 The Commission will endeavor to cooperate with forestry companies in determining anticipated land-use planning implications of new or expanded forestry processing plants in the communities of the Region.

Pollution

1.6.3.3 When locating air polluting wood processing plants and in particular wood burners, the following criteria should be used:

(i) the direction of the prevailing winds,
(ii) proximity to existing human settlement,
(iii) anticipated future human settlement,
(iv) the nature of the polluting material.

1.6.4 SAND AND GRAVEL

Identification and Inventory

1.6.4.1 The Commission encourages the development of a program designed to identify:

(a) all existing, currently operational sand/gravel sites,
(b) all sand/gravel sites which have been abandoned,
(c) all locations which have a high capability for sand/gravel extraction.

The Commission shall assist in the coordination of the above activities and will encourage the involvement of the Alberta Research Council, Alberta Energy and Natural Resources and other appropriate agencies.

1.6.4.2 The Commission shall record and monitor:

Monitoring

(a) the location of new sand/gravel sites,
(b) the location of sand/gravel sites which have been identified as abandoned,
(c) the location of potential new sites which are identified periodically.

1.6.4.3 Municipalities are encouraged to develop minimum separation distances between sand/gravel sites and human settlement in order to alleviate potential problems regarding noise from the sand/gravel site, dust and/or other associated problems. These distances should apply to:

Separation Distances

(a) applications for sand/gravel sites in close proximity to existing residential development, and
(b) applications for residential development in close proximity to existing sand/gravel sites.

1.6.4.4 Future expansion of human settlement should be directed away from:

Future Human Settlement

(a) currently operational sand/gravel sites, and
(b) sand/gravel sites with high capability for sand/gravel extraction (as identified in policy 1.6.4.1).

1.6.4.5 The reclamation and rehabilitation of sand/gravel sites is encouraged. Sand/gravel pits should be returned to a state which is comparable, (or superior), to that which existed prior to the commencement of sand/gravel extractive operations. To this end, the reclamation procedures of the Alberta Land Conservation and Reclamation Council in accordance with the Land Surface Conservation and Reclamation Act should be adhered to.

Reclamation

1.6.4.6 The locating of sand/gravel extractive operations on land designated Prime Agricultural is discouraged. When sand/gravel extractive operations must locate upon such land, adequate safeguards should be taken in order to ensure that the topsoil is removed and stored until such time as it can be replaced.

Agricultural Land Preservation

4.6.1.6

1.6.4.7 Sand/gravel extractive operations should not locate on, or close to, sites which possess unique archeological, paleontological or historical resources, in accordance with the provisions of the Alberta Historical Resources Act.

Historical Preservation

3.6.3

1.6.5 OTHER RESOURCES

1.6.5.1 The critical importance and value of major rivers throughout the Region is recognized. In this regard, the Commission shall actively seek full participation and input into both studies and decisions regarding major river diversions from or within the Peace River Region.

Water

9.6.1.1.2

1.6.5.2 The Commission shall address the land-use planning implications associated with other resources of the Region such as: coal, iron ore and silica sands.

Other Resources

COMMENTS

thanks...

Chapter 3: OPEN SPACE, RECREATION AND HERITAGE RESOURCES

3.1.0 BACKGROUND STATEMENT

The Commission recognizes the importance and value of parks, recreation and recreational opportunities to the residents of, and visitors to, the Peace River Region. These opportunities should not only be available in Urban Municipalities, but also in rural and wilderness settings.

With increased urbanization and a shorter work week (both national trends), recreation will probably become an increasingly important pasttime to residents and tourists alike. A suitable match between the type of recreational opportunities sought by users and the actual form of both open space and open space facilities is a key element in determining the success or failure of the recreation system.

Heritage resources, which provide an important link with the past, should also be as accessible as open spaces and parks within the recreation system. Each heritage resource or open space is capable of meeting a particularly important leisure time need.

3.1.1 OPEN SPACE, RECREATION AND HERITAGE RESOURCES ISSUES

Policy addresses the following concerns and issues:

3.1.1.1 lack of adequate recreational facilities in some municipalities in the Region,

3.1.1.2 limited wintertime recreation opportunities,

3.1.1.3 more emphasis is needed on programming recreation facilities rather than on facilities,

3.1.1.4 coordination and cooperation among agencies and local authorities responsible for the provision of recreation facilities and opportunities, particularly in such areas as:

(i) planning for recreational facilities
(ii) maintaining facilities, reserve lands and other lands
(iii) cost-sharing of facilities
(iv) joint use of land and facilities,

3.1.1.5 development of a broader range of recreational pursuits, and

3.1.1.6 identification of heritage resources in the Region.

3.2.0 OBJECTIVES TO BE ADDRESSED BY POLICY

Policy address the following objectives related to Goals E and H.

- To encourage a full range and adequate distribution of health, education, emergency and recreation services and facilities;
- To provide mechanisms for communication between municipalities when joint planning issues arise.

3.3.0 POLICY DIRECTIONS

Recreation policies are primarily advisory in nature, suggesting or recommending to local authorities and government agencies, policies related to recreation, open space and heritage resources.

As administrator of the subdivision approving process, the Commission suggests policies for Municipal, School and Environmental Reserves to insure that dedicated lands complement their recreational capabilities. It is also intended that Reserve lands be integrated into an open space/recreation system.

3.4.0 TECHNICAL JUSTIFICATION

Considering national trends and fast rates of growth in parts of the Region, demand for recreational opportunities should increase in the future. Increased pressure on the recreational system, as a result of new demands placed on it, may expose weaknesses and unforeseen gaps in the system itself. The Commission has a certain responsibility to help municipalities and others in the Region prepare for these increased demands by helping to identify unforeseen gaps and by suggesting ways to improve the total functioning of the system.

3.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness:

3.5.0.1 request that local municipalities notify the Commission upon preparing a recreation Master Plan or tourism plan for their municipalities.

3.5.0.2 monitor cottage developments and subdivisions to make sure they fulfill Policy 3.6.1.4.1 and 3.6.1.4.2.

3.6.0.3 identify existing and new heritage sites.

3.6.0 GENERAL

3.6.0.1 Municipalities are encouraged to prepare recreation Master Plans. These plans should include, but are not limited to, policies which indicate;

Master Plans

(i) the location, amount and use of parks and recreational facilities to be developed,
(ii) standards for parks which respond to municipal needs,
(iii) policies addressing the location, use and disposition of reserves, and
(iv) policies which indicate the phasing of parks and recreational development.

3.6.0.2 The Commission may prepare a regional recreational plan as an amendment to this Regional Plan. It may address the following points:

Regional Recreation Plans

(i) the leisure-time needs of residents in the Region,
(ii) the leisure-time needs of tourists travelling in the Region,
(iii) an inventory of recreation facilities inside and immediately outside the Region,
(iv) an identification of potentially useful regional recreation opportunities,
(v) a plan for the regional recreation system.

A regional recreation plan is intended to complement municipal recreation plans.

Outdoor Recreation

3.6.0.3 Outdoor recreation is an essential leisure-time pursuit. To provide residents with the greatest choice among outdoor recreation pursuits, the fullest range possible of year-round recreational activities is supported. These activities should not be harmful either to the natural environment or to urban or rural communities.

Sub-Regional Plans

3.6.0.4 The use of joint recreation Master Plans or sub-regional Master Plans is generally supported when recreational pursuits transcend municipal boundaries.

Area Structure Plans

3.6.0.5 Area Structure Plans should be developed in accordance with the overall allocation of open space within the recreation Master Plan or General Municipal Plan.

Standards

3.6.0.6 Municipalities are encouraged to consider Provincial recreation standards when planning for and providing recreation facilities. Community specific standards which respond to the needs and financial capabilities of the municipality may, in some cases, be desirable.

Access

3.6.0.7 Access to recreation areas should be one of the key criteria in facility design and location analysis. 3.6.0.7

Cooperation

3.6.0.8 The Commission encourages both cooperation and coordination between public agencies and private organizations in regard to planning and funding of recreation facilities. The Commission may cooperate with agecnies responsible for the provision and management of recreation activities and parks when requested.

Tourism Plans

3.6.0.9 The Commission may prepare tourism studies and plans in cooperation with local tourist associations and Provincial departments responsible for tourism.

Peace Country Image

3.6.0.10 A successful tourist industry often makes use of an image or a sense of identify associated with the area being promoted. The Commission may help to promote any positive image and sense of identity associated with the Region.

Reserve Lands

3.6.0.11 With respect to Reserve Lands, municipalities should include policies in their General Municipal Plans or recreation Master Plans which address: PART FIVE IMPLEMENTATION

(i) the amount of land desired for recreational purposes,
(ii) the desired locations for this land, or criteria by which location should be determined,
(iii) the intended use of the land, (see hierarchy of facilities),
(iv) maintenance responsibilities and,
(v) the circumstances under which money-in-lieu of land or deferred reserves should be taken.

If requested, the Commission may assist municipalities in developing these policies in a manner consistent with this Plan.

3.6.1 NATURAL ENVIRONMENT

Extensive Recreation

3.6.1.1 Extensive Recreational pursuits are generally supported throughout the Region provided they do not harm the natural environment, are acceptable to the owner of the land and are compatible with local municipal plans.

Outdoor Recreation Areas

3.6.1.2 Open spaces with high capabilities for outdoor recreation should be preserved for recreational activities. The Commission may identify high capability areas and may prepare recreation plans in cooperation with Provincial departments, tourist associations and local municipalities.

3.6.1.2.1 Non-recreational development should be directed away from areas with high capability for outdoor recreation.

Access

3.6.1.3 Some open spaces may not be able to support the intensity of use brought on by improved access. The Commission may identify these open spaces and discourage access to them. 3.6.0.7

Cottaging

3.6.1.4 Cottaging is becoming an important leisure-time pursuit. The Commission encourages this seasonal form of recreation but recognizes that there are local and regional factors limiting its widespread development.

Acceptable Subdivisions

3.6.1.4.1 The Commission shall only support those cottage subdivisions which;

(i) can demonstrate a demand,
(ii) are environmentally sound,
(iii) are developed in proximity to a natural recreation feature (for example a lake or a ski hill) and
(iv) conform to all other sections of this Plan.

Lot Sizes and Densities

3.6.1.4.2 Notwithstanding policy 4.6.5.5, lot sizes for cottage subdivisions should not be smaller than two acres unless a communal sewage system is proposed, where minimum lot sizes may be reduced to one-half acre. However, densities per quarter section shall not be more than 32 lots. Individual lot sizes for privately serviced subdivisions must be acceptable to Alberta Environment, Alberta Labour and the Health Unit. 2.6.6.5

E.S.A.'s

3.6.1.5 Regionally significant recreation features may be designated as Environmentally Sensitive Areas in order to protect their recreational value. 2.6.3.1.1

Hunting and Fishing

3.6.1.6 Hunting and fishing are considered important regional pursuits which attract tourists to the Region and which satisfy local recreational needs. The Commission therefore supports the management and long-term maintenance of fish and game habitats.

River Corridors

3.6.1.7 For River Corridors, intensive outdoor recreation should only be located in Recreation Areas. 2.6.1.4.1.3

Lakes

3.6.1.8 Intensive outdoor recreation activities should not be located on Conservation Lakes. 2.6.2.1.2

3.6.2 BUILT ENVIRONMENT

Integrated Open Space

3.6.2.1 Urban Municipalities are encouraged to develop a linked, integrated open space system for recreational lands. This system could include the linking of reserve land, parks, school yards and other open spaces.

Rural Location

3.6.2.2 Within Rural Municipalities, recreational facilities for more intensive uses should be located centrally within the municipality or directed to Hamlets or towards more populous areas.

Hierarchy of Facilities

3.6.2.3 A variety of recreational facilities and parks should be provided in Urban Municipalities. These should be located such that they are convenient and accessible to the intended users and should be designed so that a range of facilities is provided. This range may include: smaller, neighborhood oriented facilities and parks designed and located to serve an individual neighborhood; intermediate, multi-use facilities and parks designed and located to serve a group of neighborhoods or the entire municipality; and larger regional facilities and uses designed to serve persons beyond the municipality. Consideration should be given to locating regional facilities and uses near or adjacent to major transportation routes.

3.6.3 HERITAGE RESOURCES

Preservation Supported

3.6.3.1 The preservation of significant historical sites and heritage resources throughout the Region is supported.

Referral for Comment

3.6.3.2 The Subdivision Approving Authority may refer any subdivision application which may adversely affect historical and/or heritage site to the local municipality and Alberta Culture for comment. PATTERNS #19,p.34

Designation

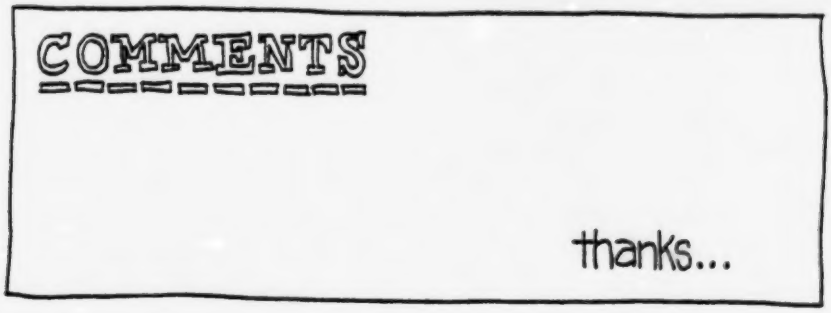
3.6.3.3 The Commission may cooperate, when requested, with those agencies responsible for the identification, designation and acquisition of historic sites and heritage resources. PATTERNS #20,p.34

Local Awareness

3.6.3.4 The Commission may assist service organizations and historical societies in their attempts to create historical awareness in the Region, through the media, public meetings, educational facilities and museums, and other means. PATTERNS #21,p.34

Restoring Trails

3.6.3.5 The Commission may assist local groups in making applications to Parks Canada for assistance in locating and restoring early trails in the Region, under the Agreement for Recreation and Conservation Program. PATTERNS #22,p.34



Chapter 8: TRANSPORTATION

8.1.0 BACKGROUND STATEMENT

An efficient, integrated transportation system is vital to the economic and social well being of this vast and dispersed Region. The existing network has been derived from the need to provide access to both the resources of the Region and the markets essential for their development. Continued growth in the regional economy spurred by substantial expansion of the oil and gas industry will create greater demands for increased transportation services.

8.1.1 TRANSPORTATION PLANNING ISSUES IN THE PEACE RIVER REGION

Policy adresses the following concerns and issues:

8.1.1.1 the effect of railway location on urban land use patterns;

8.1.1.2 the location of airports relative to the future expansion of urban centres and compatible land use in the vicinity of airports;

8.1.1.3 the effect of adjacent land uses and access on primary highways or by-passes within urban communities;

8.1.1.4 the designation of truck routes within Urban and Rural Municipalities;

8.1.1.5 the need to ensure that the urban communities within the Region are linked by the Primary Highway and Secondary Road network;

8.1.1.6 the provision of sufficient Highway Commercial facilities to conveniently meet the needs of the travelling public;

8.1.1.7 the location and design of Highway Commercial facilities to minimize danger to vehicular and pedestrian traffic;

8.1.1.8 the need to guard against unplanned sprawl and encourage clustering of Highway Commercial uses; and

8.1.1.9 the potential negative impacts of Energy Transmission Routes and facilities on the natural, social and developed environments.

8.1.2 PREMISES BASIC TO POLICY

Policy is based on the following premises regarding the interrelationship of transportation and land uses.

8.1.2.1 The linkage by roads of rural to urban areas, urban centres to each other and the Region to other parts of the Province is vital for social and economic interaction.

8.1.2.2 Roads have impacts on the physical environment and on land use in that roads help to shape the activity patterns of a region.

8.1.2.3 Highway Commercial facilities serving the travelling public should be located in urban centres and hamlets to maximize their viability.

8.1.2.4 Where existing communities are not located to conveniently provide required Highway Commercial facilities, these uses should be located adjacent to Primary or Secondary Highways.

8.1.2.5 Although truck transport has grown substantially, railways are vital for the export of resource commodities, particularly grain.

8.1.2.6 The railway system must not only be maintained but improved.

8.1.2.7 Air transport reduces the size of the Region by providing quick accessibility to all areas.

8.1.2.8 Because the Region is relatively isolated from the provincial and national centres of commerce, education and government, air transportation to these centres is necessary for the efficient functioning of local activities.

8.1.2.9 Communities within the Region serve to benefit, as distribution or base centres, through the development of transportation systems which link the Region with areas beyond.

8.1.2.10 An unplanned distribution of Energy Transmission Routes can visually disrupt a scenic landscape, unnecessarily fragment developable parcels and farmland, and can be potentially hazardous.

8.2.0 OBJECTIVES TO BE ADDRESSED BY POLICY

Policy addresses the following objectives related to Goal B:

- To support an adequate rail, road, and air system to move people, manufactured goods, and resources.
- To encourage development of adequate transportation and communication linkages with areas beyond the Regional boundaries.

8.3.0 POLICY DIRECTIONS

Although transportation planning and development is largely a provincial and local responsibility, the Commission maintains a vested interest in the establishment of an efficient transportation system within the Region and connecting the Region to the rest of the Province and beyond. Transportation is the life-line of the Region's economy, thus the Commission supports the provision of a comprehensive road system that serves economic and social needs and contributes to desired land use patterns. Municipalities are encouraged to plan for land uses in relation to transportation facilities within their local plans. The Commission will endeavour to minimize conflicts between the Region's Airports and adjacent land uses. The Commission also maintains that Energy Transmission Routes and facilities should avoid population concentrations and should use common rights-of-way or corridors where feasible.

8.4.0 TECHNICAL JUSTIFICATION

The recognition that transportation and land use are inseparable, that each generates the other, and that resource, economic and social development within the Region is dependent on an efficient, fully integrated transportation system justifies these policies being strongly interconnected with other policies in the Plan; and a strong liaison role for the Commission.

8.5.0 MONITORING STATEMENT

The Commission shall undertake the following monitoring activities to establish policy validity and effectiveness.

8.5.0.1 monitor proposals for urban expansion spanning provincial highways;

8.5.0.2 monitor the impact of strip commercial development along Primary Highways in Urban Municipalities;

8.5.0.3 monitor other road related aspects of transportation including proposed truck routes, Highway Commercial developments and highway alignments to determine the applicability of Plan policy; and

8.5.0.4 monitor demand for increased air service and the compatibility of land uses in the vicinity of airports.

8.6.0 GENERAL

Minimize Impact

8.6.0.1 The expansion or upgrading of any component of the transportation system should be designed to minimize negative impacts on existing land uses, Prime Agricultural Land, historical or cultural resources, Environmentally Sensitive Areas and Hazard Lands. 2.6.3 2.6.4 4.6.3.1 3.6.0

Cooperation

8.6.0.2 The Commission shall continue to foster cooperation among Alberta Transportation, the municipalities and the Commission for the planning and upgrading of the transportation system on a Regional basis.

Technical Committee

8.6.0.3 The Commission recommends that a technical committee or other forum be established with Alberta Transportation on at least an annual basis for analyzing: PART 5 (c), p. 5-4

(i) regional transportation requirements in support of development objectives;

(ii) future travel demands and transportation requirements in the Region;

(iii) the impact of proposals for railway extension or abandonment;

(iv) the need for new or improved Airport facilities in the Region;

(v) the feasibility of expanding air services including an intra-regional service;

(vi) the feasiblity of establishing Energy Transmission Corridors as multi-use routes for transportation, pipeline and energy transmission.

Noise

8.6.0.4 The Commission recommends that municipalities, in cooperation with Alberta Transportation, take measures to reduce the impact of transportation noise by

(i) restricting or limiting the development of residential and institutional uses in the vicinity of airports and abutting railway yards, major arterial highways, and truck routes; and

(ii) requiring adequate buffering where noise conflict is unavoidable. For example, buffering may be achieved through grade separation, increased right-of-way, landscaping or building orientation.

Referral

8.6.0.5 The Commission encourages Alberta Transportation to continue the referral procedures regarding highway alignments and other transportation matters with land use implications. The Commission shall advise Alberta Transportation of its concerns and comments.

8.6.1 ROAD TRANSPORTATION

Integrated Road Network

8.6.1.1 The Commission encourages the integration of Provincial and municipal roads into a comprehensive regional road network.

8.6.1.1.1 The Provincial highways should continue to perform as a multi-functional arterial network providing:

Provincial Highways

(i) inter-provincial links for the Region;

(ii) inter-regional connections; and

(iii) intra-regional links between urban centres.

8.6.1.1.2 Municipal road systems should complement the Provincial primary highway network by:

Municipal Roads

(i) providing secondary road links to hamlets not directly served by the highways; and

(ii) providing additional intermunicipal road links.

Classification

8.6.1.2 Municipalities should adopt a detailed road classification system to meet their specific development objectives.

Arterial Collector and Local

8.6.1.2.1 Municipalities should classify and designate within General Municipal Plans or Land Use Bylaws roads serving arterial, collector and local functions.

Truck Routes

8.6.1.2.2 Municipalities should designate roads that carry heavy truck traffic associated with resource extraction and industrial activity as truck routes. 1.6.0.3

Access

8.6.1.2.2.1 Truck routes should provide convenient access for truck terminals and other major distribution facilities.

Jointly Planned

8.6.1.2.2.2 Truck routes should be planned on a joint basis by adjoining municipalities with uniform construction standards and load regulations with the assistance of Alberta Transportation.

Assistance

8.6.1.2.2.3 The Commission recommends that the Province examines the feasibility of assistance for the upgrading and maintenance of municipal roads designated as truck routes.

Resource Access Roads

8.6.1.3 The Commission recommends that the appropriate Provincial Department refer for comment, to the Commission and the local municipality, resource access road proposals that: 1.6.0

(i) may eventually form part of the regional or local road network, or

(ii) may require a municipality to designate new truck routes.

Land Use and Access

8.6.1.4 Adjacent land uses, particularly strip commercial development, and access to primary highways or By-passes within urban municipalities should be controlled to minimize impediments to the flow of through traffic. 5.6.1.2

Annexation

8.6.1.4.1 Where alternatives are feasible, urban annexation should not span primary highways. 5.6.3

Cross-traffic

8.6.1.4.2 Urban municipalities should prohibit the location of land uses across a Provincial highway that will result in substantially increasing the flow of traffic across the highway. 5.6.2.2

Service Roads

8.6.1.4.3 Land uses that are high traffic generators should front on Service Roads. Service Road access should be designed to allow for ease of access to the primary highway and the eventual installation of traffic control systems.

Highway Commercial

8.6.1.5 Highway Commercial development should provide for a wide range of needs of the motoring public.

Urban Centres and Hamlets

8.6.1.5.1 The Commission encourages the location of highway commercial facilities in urban centres and hamlets to maximize their viability.

Convenient Location

8.6.1.5.2 When existing communities are not located to conveniently provide required Highway Commercial facilities, these uses should be located adjacent to Primary Highways. 4.6.1.6.2 4.6.1.7.2 4.6.1.8.2

ASP

8.6.1.5.3 Highway Commercial subdivisions shall be developed in compliance with the requirements of Alberta Transportation which includes an Area Structure Plan.

8.6.2 RAILWAY TRANSPORTATION

Level of Service

8.6.2.1 A rail network should be maintained which provides a satisfactory level of service for the Region and which assures adequate linkages to the other parts of Alberta and the Nation.

Abandonment

8.6.2.2 Where railway branch line abandonment occurs, suitable alternatives should be made for the provision of essential transportation services through the upgrading of highways and the extension of trucking services.

Impact of Changes

8.6.2.3 In examining proposals for rights-of-way, abandonment, relocation of railway lines and facilities or the re-routing of railway traffic, the Commission's primary concern will be the impact of proposed changes upon Regional Plan land use and transportation objectives and policies. In examining the impact, the Commission will consider:

(i) the role of the railway system or facility within the Region and/or affected municipalities and the long term demands on the system;

(ii) the economic and land use benefits or costs;

(iii) the social economic pattern within the affected municipalities and the impact of railway modifications upon land uses and transportation patterns;

(iv) the possible use of rail lines or rights-of-way for alternative transportation such as roadways or public transportation services;

(v) the potential use of abandoned rights-of-way or rail facilities for alternative uses; and

(vi) the need for improved or additional railway crossings to provide greater protection, safety and convenience to the public.

8.6.3 AIR TRANSPORTATION

A.V.P.A.'s

8.6.3.1 Airport Vicinity Protection Areas should be established around all licensed airports in the Region. The Commission may assist a municipality in the preparation of an A.V.P.A. Regulation or in the preparation of a suitable bylaw to control the use and development of land around an airport if requested. 4.6.4.2

Development near Airports

8.6.3.2 No land use or development should be permitted in the vicinity of an airport if:

(i) it would result in a conflict of land use, or

(ii) it would adversely affect the safe operation of the airport facility.

Bird Hazard

8.6.3.2.1 To minmize the possibility of bird hazard to aircraft operations, land use development associated with garbage disposal sites, feedlots, flat poorly drained roofs and areas of standing water in the vicinity of airports shall be strictly controlled or restricted by municipalities, in consultation with the Federal Ministry of Transport and the Commission.

Visibility

8.6.3.2.2 Land uses producing excessive glare or which reduce visibility due to excessive emission of smoke, steam, dust or other particulate matter, shall be controlled or restricted in the vicinity of airports.

Appropriate Land Uses

8.6.3.3 For purposes of determining appropriate land uses in the vicinity of licensed and unlicensed airports, municipalities should follow the guidelines contained within "Schedule A" of the Airport Vicinity Protection Area General Regulations, Alberta Regulation 291/75.

Siting

8.6.3.4 In order to facilitate the improved long-range planning of land use in the vicinity of airports, the Commission recommends that airport operators acquire sites of adequate size to permit airport operations and expansion without imposing nuisance or hazard upon neighbouring land uses.

8.6.4 ENERGY TRANSMISSION

Minimize Impact

8.6.4.1 Energy transmission facilities should not be constructed through Environmentally Sensitive Areas, Conservation Lakes, River Corridors and Hazard Lands as identified in other sections of this Plan. Where it is not possible to avoid these areas, energy transmission facilities should be situated in ways which minimize alterations to these unique environments. 2.6.1 2.6.2 2.6.3 2.6.4

Maximum Use

8.6.4.2 Where possible, under-utilized pipelines and powerlines should be used as the transmission facility for newly discovered oil, gas or electric energy.

Energy Transmission Corridors

8.6.4.3 Energy transmission facilities should be situated beside or within existing energy transmission or transportation routes to form Energy Transmission Corridors.

Routing

8.6.4.4 The planned selection and routing of Energy Transmission Corridors to avoid Urban Municipalities is encouraged. The Commission will seek to express its view to government departments and agencies with regard to the location and use of rights-of-way for energy transmission.

8.6.4.5 The Commission recommends that Energy Transmission Corridors be planned and designed to:

Planning and Design

(i) minimize land use conflicts, 8.6.0.3

(ii) avoid urban municipalities, hamlets and country residential population concentrations,

(iii) minimize the fragmentation of land,

(iv) minimize the loss of good arable land from agricultural production,

(v) minimze potential for soil erosion,

(vi) protect critical habitat, recreation lands, and sensitive natural, historical or cultural features, and

(vii) minimize any danger to life or property.

COMMENTS

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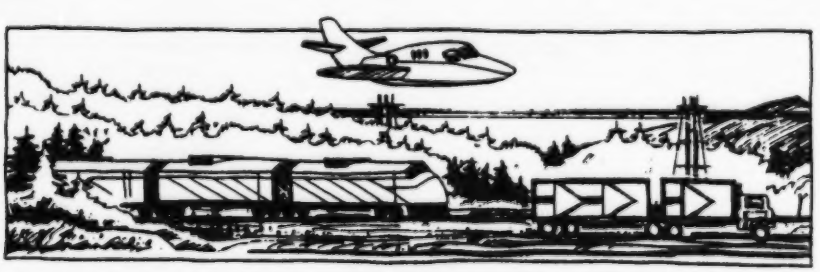

Chapter 9: PHYSICAL INFRASTRUCTURE AND COMMUNICATION

9.1.0 BACKGROUND STATEMENT

This policy applies to municipal services, public utilities and the communication systems which comprise the physical infrastructure of the Region. Municipal services such as water, sewer and Solid Waste Disposal are a necessary part of community development. Other Public Utilities such as electricity and natural gas serve the rural parts of the Region as well as the urban centres. The Commission maintains that these services are essential in planning for future growth and development.

Communication is also an integral part of the regional infrastructure. The Region supports three radio stations, one daily and numerous weekly newspapers. Two cablevision companies complement Edmonton and B.C. television stations and all but the remote areas are linked by the telephone system. The majority of these communication components serve the southern and central areas and the Commission is concerned about the wide discrepancy in service across the Region and the absence of a regionally orientated system.

9.1.1 PHYSICAL INFRASTRUCTURE AND COMMUNICATIONS ISSUES

Policy addresses the following concerns and issues:

9.1.1.1 the availability of potable water as a limiting factor to the growth and development of some communities;

9.1.1.2 financial implications of sewage collection and treatment systems for smaller communities, particularly those anticipating slow or declining growth;

9.1.1.3 inadequacy of existing municipal Solid Waste Disposal sites and programs;

9.1.1.4 financial implications for municipalities to provide Sanitary Landfill sites and solid waste collection services;

9.1.1.5 limitations of existing methods of storing, transporting, and disposing of hazardous wastes; and

9.1.1.6 inadequacies of communication facilities, particularly in the northern part of the Region.

9.1.2 PREMISES BASIC TO POLICY

Policy is based on the following premises concerning physical infrastructure and communication.

9.1.2.1 An adequate water supply and distribution system is essential for the growth and development of all communities.

9.1.2.2 Urban municipalities have a responsibility to provide an adequate sewage collection and treatment system.

9.1.2.3 Municipalities have a responsibility to provide for the adequate disposal of solid wastes.

9.1.2.4 Municipalities must ensure that storm drainage systems are fully integrated into community planning, design and development.

9.1.2.5 Hazardous wastes are a product of modern technology and require a co-ordinated disposal system to minimize their impact on the environment and human health.

9.1.2.6 The benefits and convenience of public utilities should be made available to rural communities to the greatest extent possible.

9.1.2.7 Communication facilities and service must be expanded and more equitably distributed across the Region.

9.2.0 OBJECTIVES TO BE ADDRESSED BY POLICY

Policy addresses the following objectives related to Goals B, E, and F: PART 2

- To support an efficient communication network for the exchange of information and ideas among communities.
- To ensure that the service needs of the rural community are met.
- To minimize conflicts among land uses.
- To provide for the economic and efficient use of services.

9.3.0 POLICY DIRECTIONS

The Commission maintains that the provision of utility services is a basic component of community planning. As such, utilities should be pre-planned to establish the pattern of community development. The Commission does not expect, or consider it desirable, for all communities to have an equivalent level of services, but the Commission does encourage each to provide an adequate infrastructure for managing their particular level of anticipated growth. PART 3

The Commission maintains that various regional utility services and systems may be desirable when regional systems would result in significant economic, social and environmental benefits. The Commission further maintains that communication services must be more equally distributed throughout the Region and serve a greater regional function.

9.4.0 TECHNICAL JUSTIFICATION

The impact of physical infrastructure and communication systems on economic growth and development of the Region is a Commission concern. The Commission can advise municipalities regarding the impact of growth on municipal services, the phasing of services to manage growth, the level of services municipalities should expect to provide and alternatives for improving existing infrastructure including regional systems. The Commission can also assist the Province with advice regarding financial assistance programs, hazardous waste, infrastructure needs and the impact of communication services in the Region. A significant number of the components of the physical infrastructure and communications systems are exempt from the Planning Act and the Commission must develop advisory policy to address these aspects. ACT SECTION 3

9.5.0 MONITORING STATEMENTS

The Commission shall undertake the following monitoring activities to periodically establish policy validity and effectiveness:

9.5.0.1 monitor Provincial infrastructure assistance programs to evaluate their applicability for communities in the Region,

9.5.0.2 monitor problems with municipal utility systems to aid in determining whether a joint municipal or regional system should be considered;

9.5.0.3 request Alberta Environment to advise the Commission regarding the status of local water systems in relation to management of water resources within the Region; and

9.5.0.4 monitor the rate of development relative to projected growth to assist the municipalities in determining service capacity requirements.

POLICY

9.6.0 GENERAL

Compliance

9.6.0.1 All Public Utilities should be designed and installed in compliance with Federal, Provincial and Municipal regulations and guidelines.

Assistance Programs

9.6.0.2 The Commission recommends that the Province continue to operate programs that are designed to assist municipalities in the assembly and servicing of land. 5.6.0.3 5.6.0.4

Regional Utility Systems

9.6.0.3 The Commission will assist in examining the feasibility of regional utility systems.

9.6.1 WATER MANAGEMENT

Management

9.6.1.1 The Commission recommends that water resources be properly managed to ensure a sufficient supply to meet all community and industrial demands for water within the Region. 2.6.0.6 2.6.6 PATTERNS #10, p.59

Industrial Demand

9.6.1.1.1 The Commission shall support the development of industries requiring substantial quantities of water only in locations where the quantity of available water exceeds the anticipated future industrial demand and will not be detrimental to community water supplies. 2.6.0.7

Water Diversion

9.6.1.1.2 The Commission recommends that the Province thoroughly analyze water diversion proposals to ensure that the impact would not be detrimental to present and future groundwater and surface water sources required by communities and industry within the Region. 1.6.5.1

Joint Water Systems

9.6.1.1.3 Regional or joint municipal water systems should be considered where such systems may result in a better quality water supply, increased long term growth potential, or improved fire protection.

Storm Water Systems

9.6.1.1.4 The Commission recommends that municipalities require storm drainage systems in their planning, design and development regulations. ← Storm drainage systems should adhere to the Recommended Standards for Water Supply and Sewerage and to the criteria developed and presented in the Objectives for Stormwater Management by Alberta Environment.

9.6.2 WASTE MANAGEMENT

Comprehensive Approach

9.6.2.1 The Commission recommends that a comprehensive approach be taken by the Province and the municipalities, with the assistance of the Commission, to provide for the disposal of sewage, solid and hazardous wastes. PATTERNS #11, p.59

Separation Distances

9.6.2.2 Municipalities should maintain, as a minimum requirement, the separation distances as provided in the Subdivision Regulations for the location of sewage treatment facilities and solid waste disposal sites. The Commission may prepare additional guidelines. REGS SEC 12

Regional Landfill Sites

9.6.2.3 The Commission recommends that the Province examine, with the assistance and participation of the Commission, a system of regional sanitary landfill sites operated on a joint-municipal basis. PATTERNS #18, p.31

Hazardous Wastes

9.6.2.4 The Commission encourages the Province, in cooperation with the Commission and the municipalities, to examine the type, extent and risk of hazardous waste produced in the Region and determine suitable sites for storage and/or preliminary treatment giving consideration to:

(a) the location of hazardous waste concentrations;

(b) transportation routes; and

(c) whether one or more sites is necessary.

9.6.3 DEVELOPMENT

Coordination and Phasing

9.6.3.1 Community expansion should be phased and coordinated to create a logical growth sequence in the financing and construction of municipal utility services.

Adequate Services

9.6.3.2 Municipalities should require that any development have an adequate water supply, sanitary sewer and storm sewer systems, electric power, telephone and natural gas where applicable.

Development Agreements

9.6.3.3 The Commission recommends that municipalities require developers to enter into a development agreement which specifies respective construction and servicing responsibilities. The Commission will continue to assist municipalities in the preparation of agreements and may prepare model agreements. 2.6.0.5

9.6.4 RURAL SERVICES AND UTILITIES

Rural Water and Sewer

9.6.4.1 Rural development, except in Hamlet Centres, should be served by individual water and sewer systems unless required otherwise by Alberta Environment, Health or Labour. 2.6.6.4 2.6.6.5

Cooperation

9.6.4.2 The Commission encourages closer cooperation on the part of Alberta Utilities and Telephones and the utility companies with municipalities to facilitate communication respecting:

(a) rights-of-way and easements for utility services; and

(b) regional population growth and development trends.

9.6.5 COMMUNICATIONS

Distribution and Regional Service

9.6.5.1 The Commission encourages an equal distribution of television broadcasting throughout the Region to bring all residents into the mainstream of communications. The Commission encourages the expansion of television and radio coverage to provide increased regional service. PATTERNS #9, p.58

COMMENTS

thanks...

(b) is 2 miles or more from the boundaries of a city, town, new town or village having a population of 1000 or more but less than 5000 persons, or

(c) is 1 mile or more from the boundaries of a town, village or summer village having a population of less than 1000 persons.

The Plan does allow country residential development in an Urban-Rural Fringe zone through joint general municipal plans (6.6.2.3.2) provided such land is also designated for country residential (4.6.0.5). The boundaries of an Urban-Rural Fringe zone can also be adjusted such that they are greater than or less than the distances in Section 20 of the Regulation (6.6.3.3.4). The SAA shall use these policies in addressing Section 20.

REGULATION: Section 21

(1) In a rural municipality, a subdivision approving authority shall not approve an application for subdivision approval for country residential use unless the land that is the subject of the application has, in the opinion of the subdivision approving authority, a low capability for agricultural use.

(2) Subsection (1) does not apply if the land that is the subject of the application

(a) is the site of a farmstead that is to be separated from an unsubdivided quarter section, or

(b) is the first parcel to be separated from a quarter section and the nearest boundary of the parcel is at least 1000 feet from the right of way of a highway,

and the regional plan affecting the land permits either or both of the subdivisions referred to in this subsection.

This Plan permits

(a) Farmsteads to be subdivided from any unsubdivided quarter section and

(b) the first parcel to be separated from a quarter section when:

(i) the soil quality of the lot to be created is less than 41% by the Rural Farmland Assessment; and

(ii) it is located in an area designated Secondary Agricultural.

The Plan makes further allowances for determining "unsubdivided" quarter sections and requesting waivers for Farmsteads which are not first parcels out (Chapter 4).

(f) Lands for Public Roadways, Utilities and Reserves

The Act provides for reserve lands in section 94 to 101 and section 107 to 115. The Subdivision Approving Authority is the agency most responsible for the acquisition and allocation of reserve lands whereas municipal councils and local authorities are mostly responsible for the use and disposal of reserve lands.

The Subdivision Approving Authority shall use the following policies in exercising its responsibilities with respect to reserve lands.

e.1.0 GENERAL

Reserve Land Required

e.1.1 The Subdivision Approving Authority shall require reserve land to be provided and used in accordance with the provisions of the Act as amended from time to time.

Consultation

e.1.2 The Subdivision Approving Authority shall endeavour to consult with affected local authorities in deciding upon lands to be taken as reserve.

e.2.0 GUIDELINES FOR THE ACQUISITION AND ALLOCATION OF RESERVE LANDS

Allocation Criteria

e.2.1 In those subdivision applications where land is to be provided for reserve, except Environmental Reserve, the Subdivision Approving Authority shall authorize the provision of that land which most closely meets the following criteria; ACT 96

Average Quality

e.2.1.1 The reserve land should be of Average Quality compared with the land remaining in the parcel to be subdivided.

Special Circumstances

e.2.1.2 The reserve land may be less than Average Quality compared with the land remaining in the parcel to be subdivided if, in the opinion of the Subdivision Approving Authority, circumstances peculiar to the particular subdivision application warrants less than Average Quality reserve land,

Location

e.2.1.3 The reserve land should be located such that the proposed use of the reserve land would be in harmony with the uses proposed for the parcel to be subdivided,

Accessibility

e.2.1.4 If reserve land is to be used for Municipal Reserve it should be easily accessible to all potential users,

Local Plans

e.2.1.5 The reserve land should be provided in accordance with the policies of existing local or joint plannign documents which are endorsed by the Commission, and

Amenities

e.2.1.6 Consideration should be given to incorporating natural amenities and unique features, of the parcel to be subdivided, into reserve lands.

Designation Criteria

e.2.2 The Subdivision Approving Authority shall designate reserve land, except Environmental Reserve, as Municipal Reserve or School Reserve or as Municipal and School Reserve in accordance with the following criteria; ACT 101

G.M.P.

e.2.2.1 Such that the reserve designation(s) has regard for the policies of a General Municipal Plan of the affected municipality provided the said plan is endorsed by the Commission,

Local Plans

e.2.2.2 Such that the reserve designation(s) has regard for the policies of any other local planning document of the affected municipality provided said document conforms to the General Municipal Plan as referred to in e.2.2.1,

Joint G.M.P.

e.2.2.3 Such that the reserve designation(s) has regard to any applicable Joint General Municipal Plan provided said plan is endorsed by the Commission, and

Comments

e.2.2.4 In the case where no endorsed local plans are available for guidance, the Subdivision Approving Authority shall consider the comments of the affected local authorities and satisfy itself as to the need for Municipal and/or School Reserve.

Existing Agreements

e.2.3 The Subdivision Approving Authority shall allocate reserve lands, excepting Environmental Reserve, to the appropriate local authority in accordance with an agreement between the local authorities if such agreement exists; otherwise in accordance with the needs of each local authority as those needs are determined by the Subdivision Approving Authority and in accordance with the criteria in e.2.2.

Encourage Agreements

e.2.4 Where an agreement does not exist the Commission shall encourage municipalities and applicable school authorities to enter into agreements for the allocation of reserves.

Reserve Policies in Local Plans

e.2.5 The Commission shall encourage municipalities to develop policies in General Municipal Plans and Joint General Municipal Plans respecting the maintenance, use and disposal of reserve lands.

e.3.0 MONEY IN LIEU OF RESERVE LANDS

e.3.1 The Subdivision Approving Authority may authorize money in lieu of reserve land, excluding Environmental Reserve, in the following cases: ACT 96

Unlikely Development

e.3.1.1 Where a country residential, highway commercial, industrial or commercial subdivision is under consideration and the Subdivision Approving Authority is of the opinion that the local authority is unlikely to develop the reserve for its designated purpose, and

Achieve Local Objectives

e.3.1.2 In any case where the Subdivision Approving Authority determines that money in lieu will be more effective in achieving the objectives of the local authorities relative to the provision of the use(s) to which reserve land may have been put.

Local Documents

e.3.1.3 In any case where a local planning document, which is endorsed by the Commission specifies the circumstances and conditions under which money in lieu is to be taken.

Combination

e.3.2 The Subdivision Approving Authority may require a combination of reserve land and money in lieu in accordance with the Act and as provided for in local agreements or endorsed local plans.

Local Documents

e.3.3 The Subdivision Approving Authority shall consider the comments of affected local authorities in deciding upon money in lieu of reserve land.

e.4.0 DEFERRED RESERVES

e.4.1 The Subdivision Approving Authority may direct deferral of reserve land provisions, excluding Environmental Reserve, on a subdivision application where:

Objectives will be Satisfied

e.4.1.1 The Subdivision Approving Authority is satisfied that the objectives of the affected municipal council and/or the School Board relative to the proposed use of the reserve lands may be better achieved by a deferral,

Future Reserve

e.4.1.2 The reserve owing will be dedicated as required in the future or can be recouped elsewhere from the subdivision applicant, and

Expected Subdivision

e.4.1.3 In the opinion of the Subdivision Approving Authority, a nearby and more suitable site for Reserve Land is expected to be subdivided in the near future.

e.5.0 ENVIRONMENTAL RESERVES

Taking of Environmental Reserve

e.5.1 The Subdivision Approving Authority, as provided for in the Planning Act, should require that the following subdivided lands be designated Environmental Reserve; ACT 95

Erosion Control Buffers

e.5.1.1 all lands contained in an Erosion Control Buffer unless located in one of the special districts within the River Corridor, 2.6.1.3.2, 2.6.5.1.2

75 Feet

e.5.1.2 the first seventy-five (75) feet back from the shore of every lake included in the Lakes Policy. The remainder of each development setback, up to four hundred (400) feet may be designated either Environmental Reserve or Municipal Reserve, or may be omitted from land subdivision and referred to as a remnant parcel. 2.6.2.2.2

Flood-prone Areas

e.5.1.3 flood-prone areas unless protected by diking acceptable to Alberta Environment, 2.6.4.3

Karst Topography

e.5.1.4 potentially unstable karst topography, and 2.6.4.4.3

e.5.1.5 land which is a swamp, gully, ravine, coulee or natural drainage course.

Other Areas

e.5.2 Environmental Reserves may also be taken in River Corridors, Lakeshore Corridors, Environmentally Sensitive Areas, Steep Slopes, potentially unstable abandoned mine workings or quarry sites, potentially unstable landfill sites, erosion-prone areas, critical groundwater recharge or discharge zones at the discretion of the Subdivision Approving Authority.

Maintenance

e.5.3 Municipalities are encouraged to maintain or develop Environmental Reserves in accordance with the policies of this Plan.

(g) Comments to the Local Authorities Board

The Commission shall submit comments regarding a proposed annexation to the Local Authorities Board when:

(i) requested to, in accordance with the Act; or
(ii) when the proposed annexation will effect the achievement of the Goals and Objectives of the Regional Plan.

Comments to the Local Authorities Board from the Commission shall be in the context of, and with reference to, the Planning Strategy for Growth and Development and the policies of this Plan. 5.6.3

E. PRELIMINARY IMPLEMENTATION PROJECTS

The following is a partial list of implementation related projects to be undertaken by the Commission. These will be detailed and priorized during the design and preparation of the five year implementation program. (These are not included in any order of priority.)

- Municipal handbook to assist in the evaluation of growth. PART 3 C4
- Regional Tier economic development program. PART 3 C6
- Identification and inventory of sand and gravel sites. 1.6.0
- River Corridor management plans (as required). 2.6.1.4.2
- Mapping program to identify Environmentally Sensitive Areas. 2.6.3.1.2
- Guidelines for environmental impact assessments for subdivisions in Environmentally Sensitive Areas. 2.6.3.1.2

• Erosion and sedimentation control measures for single parcel applications.	
• Guide/framework for growth of Urban Municipalities.	5.6.2.1
• Guidelines for general municipal plans in Urban Municipalities.	5.6.2.2
• Locations study for New Settlements.	5.6.4.4
• Special areas study - Rural/Frontier interface.	6.6.2.6.3
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• Architectural and subdivision design guidelines.	7.6.0.8
• Regional housing study.	7.6.1.1
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• Demographic profile of the region (updated on a regular basis).	10.5.0.1
• Biannual inventory of regional services.	10.5.0.4
• Monitor and review of mega projects - Shell plant in Peace River area, Initial Study.	1.6.9 10.5.0.3
• Municipal Census.	PART 5
• Handbook explaining reserve lands and the Planning Act.	PART 5

GLOSSARY
FOR THE
DRAFT REGIONAL PLAN

GLOSSARY FOR THE PEACE RIVER DRAFT REGIONAL PLAN

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